Better Service Delivery through Open Government and Innovative Policies

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OECD Korea Policy Centre

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Foreword

The Public Governance Programme of the OECD Korea Policy Centre hosted a sixth multi-country study mission on public governance in 2011. Fourteen Asian countries were invited to this mission and all participants discussed on "Better Service Delivery through Open Government and Innovative Policies."

The multi-country study mission has been offered to government officials from Asia-Pacific countries since 2006; "Enhancing Public Sector Productivity of Asian Countries" (November 2006, Seoul), "Public Governance Review" (November 2007, Seoul), "Improving Public Service Delivery" (October 2008, Seoul), "Strategies, Tools and Capacities for Administrative Efficiency and Simplification" (November 2009, Jeju Island), "Anti-corruption Strategies and Implementation" (October 2010, Seoul & Jeolla province), and "Better Service Delivery through Open Government and Innovative Policies" (October 2011, Seoul). This volume was published as outcomes of the sixth mission and the third edition of the series.

All the efforts have been made in government policy making to ensure better service delivery by increasing transparency, citizen participation and the use of ICT. Recently many countries also have paid attention to green and sustainable growth with limited resources. The cases of fourteen countries in this volume represent such initiatives to make service delivery more efficient, transparent and innovative. They also present their own challenges and way forwards for the future development. The participating countries that contributed their country papers are Bangladesh, Bhutan, Cambodia, India, Indonesia, Lao PDR, Malaysia, Mongolia, Nepal, Pakistan, Sri Lanka, Thailand, Timor-Leste and Vietnam.

We thank all participants and authors for sharing their experiences and ideas. We also thank Jón Ragnar Blöndal (OECD Gov Directorate), Edwin Lau (OECD Gov Directorate), M. Jae Moon (Yonsei University), Vijay Parmar (UN Project on Governance), Jiwoong Yoon (Kyunghee University), Miyon Lee (Presidential Committee on Green Growth) for their participation in and contribution to the above mission.

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List of Acronyms

ADB: Asian Development Bank
BPR: Business Process Reengineering
CAR: Council for Administrative Reform
G2B: Government to Business
G2C: Government to Citizen
G2G: Government to Government
GCS: Government Counter Service
GHG/CO2: Greenhouse Gas/Carbon Dioxide
GIS: Geographic Information Systems
ICT: Information and Communication Technology
INGO: International Non-Governmental Organisation
ISP: Internet Service Providers
KPI: Key Performance Indicator
LDC: Least-Developed Country
LGI: Local Government Institution
LGOE: Local Government-owned Enterprise
MDG: Millennium Development Goals
NGO: Non-Governmental Organisation
OECD: Organisation for Economic Cooperation and Development
PDCA: Plan-Do-Check-Act
PKI: Public Key Infrastructure
PMQA: Public Sector Management Quality Award
PPP: Public-Private Partnership
QCC: Quality Control Circles
SOA: Special Operating Agencies
SOE: State-owned Enterprise
SSN: Social Safety Nets
SWOT: Strengths, Weaknesses, Opportunities and Threats
TII: Transparency International Indonesia
TQM: Total Quality Management
UNCDF: United Nations Capital Development Fund
UNDP: United Nations Development Programme
UNICEF: United Nations International Children's Fund
WiMAX: Worldwide Interoperability for Microwave Access
WSIS: World Summit on Information Society
WTO: World Trade Organisation

1. Strengthening Open Government

India •
Indonesia •

India

Strengthening Open Government: India Country Paper

Mohammed Taqiuddin

1. Introduction

'Open Government in the most basic sense is the notion that the people have the right to access the documents and proceedings of government' (Lathrop and Ruma, 2010). It is a term used as an alternative formulation to 'freedom of information' or 'access to information' (Chapman, Hunt 2008). In a wider sense it is synonymous with transparency. But it is an even more comprehensive concept than both. Transparency is the core component of open government, freedom of information being a means to secure transparency and greater openness in the affairs of government. Open government means the transparency of government actions, the accessibility of government services and information and the responsiveness of government to new ideas, demands and needs.

Open government is one where the business of government and administration is thrown open to all, at all levels, so as to ensure effective public participation, scrutiny and oversight. Transparency implies openness of both orgaisations and individuals constituting it and requires openness of information, processes, policy, decisions, actions and outcome. Process transparency covers both internal business and supporting human resource, financial, and administrative processes; and external service delivery and regulation.

2. Transparency, Participation and Accountability through Open Government

Openness through transparency becomes a means to greater civic

participation in an enabled environment, where there is effective free flow of information both ways, to see through the working of the government; and to verify whether or not public servants are meeting their obligations to expectations of citizens. All the four components of accountability i.e. answerability, sanction, redress, and system improvement need information to account for unacceptable conduct, decisions, and actions. The gaps in conventional supply side accountability have led to the emergence of demand side accountability. "Social Accountability is the institutionalization of durable societal control over policies and their implementation. Civil society is progressively showing tremendous potential to participate directly in institutions of horizontal accountability. This can extend to all faces of development process, viz., planning (people's planning), programming, budgeting (budget analysis, participatory budgeting), release of funds (publication of funds released, public expenditure review), award of contracts (procurement watch, integrity pact), and monitoring of contracts (independent quality inspection). Post planning, this may extend to implementation (hospital advisory, management committees, community forest management), progress of implementation (corruption watch) and evaluation (citizen report card, community scorecards) and audit (public hearing, participatory audit, citizen audit request, monitoring of audit compliance, general law on social audit)" (Joshi, 2008). Open government can thus be said to have three components viz.

- Right to information
- Civic engagement in the processes of governance, and
- Accountability for what the government or the public servant says and does

3. Indian Initiatives

The Open Government Initiatives of the U.S. along with Canadian Government Initiatives that seek to bring in an unprecedented level of openness in government brings out a framework, which sets an example to emulate. However, the early tidings of open government in India can be said to have begun with the landmark judgment of Justice P. N. Bhagawati of the Supreme Court of India in 1981, (Gupta S.P. vs Union of India (1982),

Supreme Court of India, AIR 1982SC149) where, besides giving a general description of open government he stressed the need for increased disclosure in matters relating to public affairs. Noting that open government means 'information available to the public with greater exposure of the functioning of government which would help assure the people a better and more efficient administration' he went on to describe Open Government in India to be, "the new democratic culture of an open society towards which every liberal democracy is moving and our country (India) should be no exception".

3.1. The Right to Information (RTI) Act in 2005

The passage of Right to Information Act in 2005 by Government of India (GoI) ensured timely response to citizen requests for government information, marking a paradigm shift in the citizen-government relationship in India. The real impact of the landmark legislation is fully reflected in the famously quoted statement of a poor village woman when she told a public servant "without the Act our lives were at stake, and with it now, your job is". The Act sets out a practical regime of right to information for citizens. The main objectives of the law on RTI are: to operationalise the fundamental right to information; to set up systems and mechanisms that facilitate people's easy access to information; to promote transparency and accountability in governance; to minimise corruption and inefficiency in public offices and to ensure people's participation in governance and decision making. According to section 2 (j), 'Right to Information' includes the right to

- Inspection of work, documents, records;
- Taking notes, extracts or certified copies of documents or records;
- Taking certified samples of material;
- Obtaining information in the form of diskettes, floppies, tapes, video cassettes or in any other electronic mode or through print-outs where such information is stored in a computer or in any other device.

It is significant that the principle of open access to administrative documents has been defined as a right under section 3 and not merely an interpretative principle which can be invoked regardless of the purpose for which that right is exercised. The Act mandates both proactive and reactive

supply of information, cataloguing, indexing and computerisation of the appropriate records and their dissemination. In cases, where the right to information has been denied by a public official, sufficient information must be provided of the reasons of the refusal. That decision is always reviewable by the appellate authority and the State Information Commission. Right to information has to include the right to protected disclosure of sensitive information. As a prelude to a full-fledged legislation to protect whistle blowers, a national resolution has been issued empowering the Central Vigilance Commissioner.

3.2. Participation, *i.e.* Civic Engagement

The constitutional method of political participation of people at the grass roots is achieved through the process of devolution to the lower echelons of governance. Even though the Government of India had initiated the process of devolution of powers as early as in the 1950s through the Panchayati Raj system, and introducing the element of participatory rural works programme through financial participation of beneficiaries, the Union Government brought in the 73rd and 74th amendments to the Constitution to more firmly institutionalize local governments as the third tier of the State.

One of the key objectives of local level governments is to ensure that the process of planning for development in the country follows a bottom up participatory development approach. The best example of this is 'Peoples Planning' in Kerala, the southernmost state of the Union. It also firmly established the place of gram sabha (village assembly) and ward committees in the towns, in the constitutional scheme of things. They meet to get information from the officers of the Grama Panchayat/ Municipalities as to the services they will render and the works they propose to do, discuss the budget and details of allocation of funds and also the details of the estimate and cost of materials of the works executed or proposed to be executed. They also study the annual statement of accounts, the last audit notes and replies thereto, suggest remedial measures and report satisfactory completion of the works, secure self discipline among members securing payment of their taxes and repayment of loans and conduct social audit of works like the works under the Mahatma Gandhi National Rural Employment Guarantee programme.

Civic participation takes the form of informing; consulting; engaging; collaborating and empowering, as has been suggested by the International Association for Public Participation. In participatory governance, government has an obligation to provide information, receive feedback, receive complaints, give answers, enforce sanctions- disciplinary, civil, and criminal, empower citizens, confer rights on the citizen- civil, political, economic, and social; promote social capital, facilitate participation, promote collaboration; and be inclusive, equitable, responsive, open, transparent, and accountable to the people.

Civil society involvement and association with the government can relate to governance structures and functions, assets, resources, and fiscal and financial management systems, and such other internal operative business systems; and external service delivery processes and procedures. These may cover personnel management, fiscal and financial management and performance management. These in turn could relate to recruitment, placement, transfer, promotion and discipline in the area of personnel management; policy, regulation, planning, decision making, programming, budgeting, expenditure, accounting and audit in financial management, programme implementation, service delivery, oversight and evaluation in performance management.

India is at different stages of this spectrum of participation in public affairs. A winning start has been made in the matter of right to information. Active citizen and civil society engagement in governance processes including decision making, is essential if one were to realize the objectives of good governance. Among the key goals of community participation are:

- Improving technical efficiency by overcoming information asymmetry, providing communities with information on quality through various forms of monitoring and evaluation, and ensuring that service providers spend resources for necessary technical resources,
- Enhancing allocation efficiency through greater attention to the priorities of communities, increased transparency on budgets and public resources with public budgeting and public expenditures tracking systems, and reduction in ‘rent seeking”, and

- Tightening mechanisms of accountability involving increased transparency from community involvement with public sector agencies like community participation in school management, and community participation in public hearings etc. (Cummins, 2007)

Following are a few of the administrative accountability measures employed by government agencies in India for securing participation:

- Public disclosures
- A law on community participation to institutionalize citizen participation in local decision making
- Citizen charters stipulating standards of service delivery and for penalty for non compliance
- Conventional and online help line for grievance redress
- Arrangements for feedback on services
- Whistle blower protection mechanism
- Public service delivery legislation conferring right to public services with Grievance officer to quickly investigate and grant relief
- Ombudsman to independently enquire into complaints
- Chief /vigilance officer who reports directly to the government
- Integrity pacts for procurement
- Third party inspection of quality of works and supplies
- Independent evaluation studies

4. Web 2 Technologies/ Social Media as Open Government Instrument

Technology is revolutionising the way governments are being run. In this knowledge society the relationship between the citizen and government is mediated by information systems and their automation. Automation of government internal business and external regulation and service delivery is a

must for any e-Government plan, a beginning towards which has been initiated through the National e-Government Plan. National Information Technology infrastructure and nationwide distributed database with public information infrastructure are under way.

Data bases in India suffer from non-standardisation, incomplete data collection at all levels, poor quality and unreliability of data, inconsistency in the methodology and technology employed, absence of universal digitisation capability, slow digitisation of past data, issues of inter-operability of systems etc. In order to effectively solve these problems, the Government has initiatives like national policy on open standards which has been published for soliciting public comments.

Meanwhile progress has been made, by the central and state governments, for progressive use of ICT including Geographic Information Systems (GIS) and satellite imagery to re-engineer transparency, participation and accountability as shown below:

a. Use of Internet to facilitate open government

b. Government portals for information

c. Web based disclosure of information and pro-active publication

d. Electronic online MIS and FMIS ensure that right information gets to the right people

e. Use of mobile phones and Wi-Fi to facilitate engagement

f. Computerised grievance redress mechanisms

g. E-Petitions

h. 'Open for questions' programme

i . Access to process of service delivery and internal business processes as in OPEN

Social media is being progressively used for seeking feedback from citizens; pronouncement of public policy; issue based as well as generic interaction and brand building or public relations. In order to encourage and

enable government agencies to make use of Web 2 technologies which is a dynamic medium of interaction, the Department of Information Technology has released a draft social media strategy. The Framework & Guidelines for Use of Social Media for Government Organisation hopes to help the government enhance its outreach, engage and interact with the Indian Internet users. The Planning Commission of India has taken the initiative and put itself on Facebook with a page on the "Twelfth Plan," 2012 through 2017.

5. Way Forward

Though the Right to Information Act (RTI) 2005 has become the governing law regarding public disclosure of governmental information and accessibility to public data, data-sharing policies in India are still complex in nature, as various provisions under law define and determine the scope of data provided. Taking note of this, the Department of Science & Technology (DST) was assigned the task of developing a comprehensive National Policy for Data Sharing and Accessibility, by the cabinet, in June 2010.

According to the Report of Open Government Data in India, while government has initiated many e-Governance initiatives, very few of them have resulted in publicly accessible databases. Fewer still of those publicly accessible databases are 'open' in terms of data reusability (technologically, in terms of machine readability and openness of formats), data reusability (legally), easy accessibility (via search engines, for persons with disabilities, etc.), and understandability (marked up with annotations and metadata). Putting out raw data will not suffice. To ensure the relevance of open government data, mechanisms have to be put in place to take its benefits to the common person and to marginalised communities, both by the government as well as by civil society organisations. Concrete steps on these lines will help realise the dream of open data in the near future in India.

The Second Administrative Commission has after detailed studies into the working of government, made comprehensive recommendations in its detailed reports, among others, on the right to information, citizen centric service delivery, local government, e-Governance etc. Some of the recommendations relevant to this Paper, which are being followed up and will further the cause of transparency, improved citizen centric service delivery,

and participatory governance, are listed below:

- Suo motu disclosures under the RTI Act, 2005 should not be confined to the seventeen items provided in Section 4(1) of that Act but other subjects where public interest exists should also be covered.
- Citizens' Charters should be made effective by stipulating the service levels and the remedy if these service levels are not met.
- Regular citizens' feedback, survey, and citizens' report cards should be evolved by all government organisations for gauging citizens' responses to their services. These should be used as inputs for improving organisational efficiency.
- Citizens should be actively involved in all stages of the welfare and development programs implemented by the government..
- Social audit should be made mandatory for all developmental programmes and be institutionalised for improving local service delivery.
- Evaluation tools for assessing the performance of local bodies should be devised wherein citizens should have a say in the evaluation.
- Reward schemes should be introduced to incentivise citizen's initiatives
- School awareness programmes should be introduced, highlighting the importance of ethics and means of combating corruption.
- Citizens may be involved in the assessment and maintenance of ethics in important government institutions and offices.

Alongside action on the well considered recommendations of the Commission, attention of the Central and State governments have to turn towards further meaningful and systematic efforts to strengthen freedom of information and participatory governance. The following initiatives will have to be thought of in order further the cause of more open administration:

- More progressive proactive publication and updating of information useful to the public, including online.

- Strict adherence to the mandate of the RTI Act covering supply of information sought under the Act swiftly, following the salutary principle of secrecy as an exemption, treating information as a 'public good':
- Quick reduction of backlog of information sought;
- More effective records management and retrieval;
- Publicizing information on financial disclosures,
- Furthering measures to improve the country's budget transparency from the present 67%, which is a comparison not so bad, and taking action for putting information on budget allocations, releases, expenditure, procurement, etc,;
- Enactment and enforcement of whistle blower protection law, to further the cause of openness and improve discipline and accountability;
- Putting in practice the principle of 'Open Meetings', including passing of the open meetings law;
- 24/7 channels for feedback, complaints, secure protected whistle blowing; and
- Furthering measures for a more enabling environment for civil society participation in public affairs affecting the citizen.

Pending finalisation and earnest implementation of the national policy on open data, data sharing and accessibility, social media in governance, and National Information Technology Infrastructure and nationwide Distributed Database with Public Information Infrastructure under way, earnest ICT application on the following lines will further the cause of Open Government:

- Facility to secure feedback from the public on the Internet;
- Use of mobile phones to inform, chat rooms, and bulletin boards;
- More progressive use of the Internet, web 2 technologies, government wikis, data feeds, department blogs, channels on social media to communicate with citizens, online town hall meetings, use of 'mash up'

technology to assist service delivery, as in the case of 'fixmystreet.uk', discussion groups, memberships' forums, etc.;

- Virtual town square for crowd sourcing of opinions, ideas etc.;
- Resort to 'idea jam' to engage people in public discussion;
- Computerised neighborhood environment tracking; and
- e-Rule making.

Improving government agencies' and particularly local government capacity to inform, consult, interact, and collaborate is possible through tools for each activity as shown below:

- to inform citizens through interviews, surveys, public hearings,
- to consult through nominal groups, focus groups etc, and get feedback and to stimulate public debate;
- to engage through public issue forums, citizen panels, workshops and incorporating citizen views in discussion process;
- to collaborate with the citizen and create long term partnerships of citizens;
- to address issues through study circles and community task force; and
- to educate the civil society to improve their capacity to effectively and collaboratively use open data, as and when it becomes a reality, for public good, including the government.

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Indonesia

Policy Implementation of Information Disclosure in Indonesia: Challenges and Responses

Muhammad Taufiq

1. Introduction

For the people of Indonesia, who in 2011 commemorated 13 years since the end of the authoritarian system, the struggle to construct the infrastructure of democracy remains a priority. Among the most critical of this infrastructure is openness of information. In the New Order era, a focus on political security aimed at protecting economic development created what was termed by Guillermo O'Donnell (Mochtar Mas'oed, 1986) as a "bureaucratic authoritarian" regime. Bureaucracy was harnessed as a tool for serving an oppressive regime. The flow of information and communications was controlled by the government in order to hamper the emergence of political opposition and create a social climate considered conducive to national development.

Over its 32 years, the New Order regime was "exploiting" the press and mass media as a means of information control. The press was used as a propaganda tool for economic development, the principle jargon of the New Order regime. In this period, Indonesia was framed as a press release or press development for Pancasila[1)] by developing a mechanism for positive interaction between the press, government and society (David T Hill, 2011).

A further means for control of public communication was the application of the Anti-Subversion Law No.11/PNPS/1963. Under this Act, all the aspersions, opinions or criticism of the government are defined as efforts to "distort, undermine, or deviate from the state ideology of Pancasila or the state". Or, they were categorised under "overthrow, destroy, or undermining

state power or authority of the legitimate government or state apparatus". Another term often used is "an attempt to spread a sense of hostility or cause enmity, discord, conflict, chaos, instability, or anxiety among the population...." As a result of such political communication, the bureaucracy becomes distanced from the control of society. Practices of corruption, collusion and nepotism dominated the bureaucracy from the central government all the way to local regions.

The fall of the Suharto government in 1998 opened a new era of democratic governance. The People's Consultative Assembly, as the supreme legislative institution in Indonesia at that time, promulgated Decree VIII/MPR/2001 concerning policy direction and advice on the eradication and prevention of corruption, collusion and nepotism. The decree stipulated that the Freedom of Information Act legislation was one of the seven pillars for realising a clean government[2)].

Disclosure of information during the early period of democratic transition in Indonesia was among the means used to establish the legitimacy of the government in the eyes of the people who were demanding a more accountable government free from corruption. Therefore, the amendments to the Constitution of 1945 included a new section, Article 28F, which states that "Everyone has the right to communicate and obtain information to develop their personal and social environment."

2. Indonesian Policy on Information Disclosure

After long discussions over the course of four years, the government issued Law No. 14 of 2008 concerning freedom of information. The law guarantees citizens access to any public information, excluding confidential information concerning the state and limitations on type of information for due consideration of protection of the public interest.

The purposes of this law are to:

a. Guarantee the right of citizens to know the intention of public policy making, public policy programs, and the public decision-making process, as well as the reasons for making a public decision;

b. Encourage community participation in the public policy making process;

c. Enhance the public's active role in the crafting of policy and proper management of public agencies;

d. Achieve appropriate state governance: namely transparent, effective and efficient, and accountable;

e. Determine the reasons behind public policy that affects the livelihood of large numbers of people;

f. Develop the scientific and intellectual life of the nation; and / or

g. Improve the management and information services within a public agency to produce a high-quality information service.

Law No. 14 of 2008 regulates the relationship between the rights of citizens in obtaining information from public agencies. Mentioned in the laws that every person is guaranteed the right to "see and know public information, attend public meetings open to the public for obtaining public information, and get copies of public information via petition." If an applicant for public information is hindered then he or she is entitled to file a petition with the court.

On the other hand, public agencies are required to provide to applicants public information which falls under the authority of public information, excluding information which is exempted in accordance with regulations. Public agencies are required to provide accurate public information. For each applicant's request, public bodies must offer explanation in writing of the reasons behind the basis of every policy taken.

However, public agencies retain the right to refuse to provide information exempted by legal regulations. Public information that cannot be provided by public agencies includes:

a. Information that could harm the state;

b. Information relating to the protection of business interests from unfair

business competition;

c. Information relating to personal rights;

d. Confidential information relating to the position; and / or

e. Public information that has yet to be controlled or documented.

Information to be provided by public bodies can be divided into three categories, namely:

a. Information that is "Compulsory Provided and Announced" in periodicals such as information about the activities and performance of public agencies and information regarding financial statements;

b. Information that is "Compulsory Announced Spontaneously", namely information relating to a hazard that is considered to threaten a group of people or disturb public order

c. Information that is "Mandatory Available at Any Time" for example, project work plans including the estimated annual expenditures of a public agency and an agreement between a public agency and a third party;

The public agencies referred to here are all organisations carrying out duties or work related to the public interest and funded entirely or in part by funds from countries and or regions. These four categories of public bodies are:

a. Executive institutions, legislative, judicial and local governments.

b. State-owned enterprises (SOE) or local government owned enterprises (LGOE),

c. Political parties, and

d. Non-governmental organisations.

Guaranteed access to information from the four types of organisations mentioned above can be a significant measure for combating corruption. SOEs are required to provide information regarding annual reports, financial reports, balance sheet income statements, and audited corporate social responsibility reports. In addition, SOEs and LGOEs are obliged to guarantee

access to public information related to the results of assessment by external auditors, credit rating agencies and other agencies, the remuneration of commissioners/board of trustees and directors, and the mechanisms for the determination of directors and commissioners/board of supervisors.

For political parties and non-governmental organisations, the obligation to provide information is primarily related to public programs and the activities of political parties, management and use of funds from the Budget of the State and/or Revenue and Expenditure Budget and the party's decision-making mechanism.

To create timely, accurate, and simple service, each public agency is required to provide an Information and Documentation Management Officer (IDMO), and create and develop a service delivery system for information that is rapid, simple, and reasonable.

To ensure supervision of the implementation of disclosure policies, the law stipulates that the government will establish an Information Commission consisting of the Central Information Commission, provincial Information Commissions, and, if necessary an Information Commission by district/city. The members of the Central Information Commission are to total seven people, while the members of a provincial Information Commission and/or an Information Commission by district/city number five. Commission members are to be selected from the government and society.

The Central Information Commission is responsible to the President, as well as for submitting a report to the House of Representatives of the Republic of Indonesia. Regionally (by provinces and district/city), the Information Commission is responsible to the head of the area and for submitting a report to the Regional Representatives Council.

3. Implementation of Information Disclosure Policy

Law No. 14 of 2008 has been officially in implementation since April 30, 2010. The number of information requests received by the Registrar's Office as disputes before the Central Information Commission (CIC) from

July 2010 to March 2011 stood at 224 cases. According to the nature of the applicant, the majority of information requests handled as CIC disputes were filed by a private citizen of Indonesia (56%), followed by a legal entity (42%), and a group (2%). By type of information, the most widely disputed areas concerned budget and finance (28%), followed by general information. The majority of public organisations responded that they are not prepared to implement the law (Komisi Informasi Pusat, 2011).

To encourage awareness of the importance of freedom of public information, the CIC publishes a list of "best performers" and "recalcitrant" public agencies. To the best performers, the CIC grants an award for implementing information disclosure. In 2011 the CIC presented awards to ten public agencies. This award is based on information regarding financial regulation, performance, and the profile of the ministry on its website.

Table 1. **Public Agencies Awarded by the CIC**

No.	Institutions / Public Agency	Value
1	Ministry of Communications and Informatics	68.0
2	Ministry of Finance	62.9
3	Parliament	57.2
4	Ministry of Transportation	57.0
5	Ministry of Public Works	53.9
6	Supreme Court	51.0
7	Ministry of Agriculture	51.0
8	Attorney General	50.6
9	Ministry of Health	50.2
10	Ministry of Forestry	49.4

Source: Tribune News, October 15, 2011

Within each public agency is an information service supported by the Information and Data Management Officer. In addition, several public agencies provide responsive community service in terms of information and data. For example, the Ministry of Communications and Informatics possesses a standard operating procedure for the receipt of and response to information requests by the public. The ministry also created "one stop information service," with a special counter similar to at a bank, that is served

by six officers. Information service can also be accessed via the website http://ppidkemkominfo.wordpress.com.

Efforts to publicize those public agencies refusing to provide information have a positive impact as well. Several government and non-government agencies that initially refused or ignored requests for information are now working to quickly improve themselves to become more responsive. Among the 118 public agencies that were requested budget information, 54 (45.8%) provided the information. This is an increase over the rate of the previous year, which only reached 27.2% among 69 public agencies (Media Indonesia, August 1, 2011).

Meanwhile, in the provinces, according to a report from a coalition of 18 members of the Freedom of Information Network Indonesia (FIONI), access to information continues to require significant efforts for the sensitisation of local government officials. FIONI revealed the results of a study of 347 requests for information in five provinces in 2010 that were largely rejected or ignored by regional government agencies (Freedom of Information Network, 2010). The types of information request rejected mostly related to local financial budget information (72 cases), and regulations (34 cases). In detail, the response to the petitions was as follows.

Table 2. **Responses of Regional Government Agencies to Petitions for Information**

Response	Total
Rejected or neglected	245
Accepted	2
Received correct but incomplete data	31
Received incomplete and imprecise data	69
	347

Source: Freedom of Information Network Indonesia, 2010

In the field of information disclosure, constraints were caused by the reluctance of many local governments to disclose information, especially related to local finances and budgets. This is often a result of the poor financial administration on the part of the majority of local governments. This weakness creates loopholes that facilitate corruption among politicians in the

region. As has become common knowledge, the practices of money politics and the high cost of elections and local elections campaigns are a major driver of corrupt practices in the provinces. In this regard, the Ministry of Home Affairs announced that in 2011 alone there were 155 cases of corruption involving local government heads (Kompas, 21 Oktober 2011).

4. Constraints on the Implementation of Information Disclosure

In applying disclosure of information, there have been several obstacles that stand out, particularly incompatibility with Indonesian Penal Code and other regulations, the CIC's own weaknesses and the capacity of public agencies.

a. From the perspective of regulation, the application of information disclosure regulations has been hampered by several potentially detrimental rights of citizens in terms of information. Regulation is mainly related to the rules on defamation. This is as the Indonesian Penal Code (KUHP) Article 310 paragraph (1) states:

   "The person who intentionally harms someone's honor or reputation by charging him with a certain matter, with the obvious intent to give publicity thereof, shall, being guilty of defamation, be punished by a maximum imprisonment of nine months or a maximum fine of three hundred rupiah"

   In the context of information disclosure, critical opinions, statements of opinion, and complaints can be easily considered defamation by those who feel victimised. This rule has been creating numerous casualties, from ordinary citizens, artists, writers, and political observers, all the way up to the politicians themselves. This rule easily can be used as a means of defense by corrupt public officials or politicians facing public criticism.

   Unfortunately, this article from the Penal Code is used as a reference for other legislation. As an example, the Information and Electronic Transactions Law (IET) No. 11 of 2008 has invited controversy in recent years. The IET law stated that "Any person intentionally and

without right to distribute and/or transmit and/or make accessible electronic information and/or electronic document-laden insults and/or libel" can be punishable by imprisonment or a fine of one billion rupiahs. In 2009 the public was rocked by the case of Prita Mulyasari -accused of having libeled Omni Hospital- who was sentenced to six months imprisonment and a fine of 204 million rupiahs. This case stems from Prita's dissatisfaction with the hospital's services and eventual complaints to friends via email. The tragedy that befell Prita is contrary to the spirit of openness of information law and resulted in a deep public trauma (Sumbawanews, April 4, 2009)

b. The second obstacle is the application of information disclosure policies related to the existence of the Information Commission. By law, the Commission was granted independent status in order to support public disclosure. However, this independence is highly vulnerable, as the Secretariat and budget of the Information Commission are determined by the government. For the Central Information Commission, the budget and secretariat remain attached to the Secretariat General of the Ministry of Communications and Informatics. Similarly, the regional Information Commissions are dependent on local governmental organisations and budgets. Furthermore, the Central Information Commission, tasked with oversight of the entire disclosure policy of Indonesia, is only supported by a roughly 13 billion rupiah budget. Thus, budget issues hamper the regional expansion of the Commission. Among the 33 provinces in Indonesia, only eight are equipped with Information Commissions (Komisi Informasi Pusat, 2011).

c. Administrative capacity also significantly constrains the implementation of information disclosure policy. Information disclosure requires a certain level of administrative capacity on the part of public agencies. The law on disclosure mandates proper management of information systems. This demand needs to be supported by infrastructure and facilities drawn primarily from a reliable information system. In addition, implementation requires Management Information and Documentation Officers. This is not a simple matter, especially for local governments that have limited human resources and a budget

still heavily dependent on block grants from the central government. Another important issue related to administrative capacity is the problem of internal coordination. For example, a KONTRAS study of police organisations showed that the prompt and accurate provision of information was constrained by poor internal coordination among various organisational units under police jurisdiction (KONTRAS, 2010).

d. Another major obstacle to information disclosure is related to the lack of a culture of transparency. The previous authoritarian system that existed in Indonesia impedes the emergence of a culture of transparency and accountability among public officials. This is evident from the numerous public agencies that are reluctant or refuse to provide information even though such information is not exempted by the law.

5. Way Forward

The current elevated levels of corruption and collusion indicate that the implementation of democracy in Indonesia has not yet been accompanied by accountability among public agencies. According to Transparency International Indonesia (TII), the Corruption Perception Index in 2010 for Indonesia was 2.8, ranking 110 out of 180 countries. The survey results of TII in 2005 indicated that corruption was most widely practiced at government institutions, both at central and regional levels. This appears highly reasonable considering that the lion's share of state budgets is distributed through the government bureaucracy. Therefore, disclosure of information on government agencies is required to suppress the leakage of public funds due to corruption.

The application of information disclosure, especially to government agencies, requires a more comprehensive approach. Governments need to take advantage of opportunities in the Bureaucracy Reform Policy to promote greater openness. In the second period of the Susilo Bambang Yudhoyono (SBY) administration, the bureaucracy reform program was strengthened through the issuance of Presidential Decree No. 81 of 2010 on the "Grand Design of the Reformation". The Grand Design is more comprehensive than the previous model of bureaucratic reform. In the first period of the SBY government, bureaucracy reform was simply focused on selected state

institutions considered key to establishing a clean government, namely the Supreme Court, the Ministry of Finance and the State Audit Board. In contrast to the previous approach, the SBY administration is now placing greater emphasis on a national and institutional approach. Bureaucracy reform has been implemented as a national program within all government agencies at both the central and regional levels.

According to the Grand Design 2010, the bureaucratic reform vision is to create change in order to realize a government meeting international standards by 2025. The eight areas of change and their expected results (outcomes) are as follows:

Table 3. **Goals for the Grand Design 2010 Bureaucratic Reform**

Areas	Expected results
Organisation	Proper organisation and function by size
Governance	Systems, processes and work procedures that are clear, effective, efficient, scalable and in accordance with the principles of good governance
Legislation	More orderly, non-overlapping and conducive regulations
Human resources apparatus	HR apparatus demonstrating integrity, neutrality, competency, capability, professionalism, high performance and promotion of well-being
Supervision	Increased clean governance and elimination of corruption
Accountability	Heightened capacity and performance accountability in bureaucracy
Public service	Excellent service according to the needs and expectations of society
Mindset and culture-set apparatus	Bureaucracy demonstrating integrity and performance

Source : LAN RI 2011

Measures taken to implement changes in these eight areas are assessed by the National Bureaucracy Reform Team led by the Minister of Administrative Reforms. The results of these assessments will be used as a basis by the government to provide a new remuneration system that is larger and more in line with workload. Therefore, many parties criticise the bureaucratic reform

efforts as reflections of the pursuit of new remuneration by bureaucrats of up to five or more times their current salary and allowances.

Regardless of these criticisms, the bureaucracy reform establishes momentum for strengthening information disclosure. Efforts to support the disclosure of information need to be integrated into the organisational performance evaluation system. There are several aspects aimed at strengthening information disclosure that must be prioritised in the performance evaluation system:

a. Procedural aspect (administrative procedures): each institution within both national and local governments should develop and publish standard operating procedures concerning procedures for obtaining information. In addition, each government agency is obliged to develop information systems that ensure ease in prompt and accurate public access to information.

b. Regulatory aspect: the revision and harmonisation of regulations emplaced by a ministry or governing body that are considered to inhibit the implementation of information disclosure.

c. Human resources aspect: fostering the competencies of the Document Information Management Officer (PPID) in each government agency as ordered by disclosure laws.

d. Internal control aspect: enhancing the internal oversight role in the development of infrastructure, procedures, and employee performance in support of disclosure.

e. Accountability: improving the reporting system within every government agency, including various types of requests for information and reasons for refusal (if any).

f. Public services: ensuring openness and transparency in those public services which are the responsibility of each government agency.

g. Change in the mindset and culture-set: the effort to educate officials and employees to develop attitudes and mindsets that support the implementation of openness and transparency.

This performance evaluation will not be effective if it does not involve the public. Unfortunately, the present implementation of the bureaucracy reform policy tends to be technocratic and closed off to public debate. Therefore the government needs a change in methodology to allow a greater space for public participation in monitoring and evaluating the bureaucracy reform programs supporting the implementation of information disclosure.

Notes

1) A state ideology which consists of five principles: Belief in the one and only God, just and civilized humanity, democracy guided by the inner wisdom in the unanimity arising out of deliberations amongst representatives, and social justice for the all of the people of Indonesia.

2) These seven laws are: a. Corruption Eradication Commission; b. Witness and Victims Protection; c. Organised Crime; d. Freedom of Access to Information; e. Government Ethics; f. Crime of Money Laundering; g. The Ombudsman.

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2. Increasing Online Citizen Engagement for Better Service Delivery

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Bangladesh

Status Report on ICT: Bangladesh Perspective

Md. Shamshul Kibria Chowdhury

1. Introduction

Information and Communication Technology (ICT) has been recognised as a key enabler of development around the world. Uses of ICT for delivering government services, improving education systems, providing better healthcare and combating terrorism have already been established. Bangladesh, despite being a least-developed country, has been working to harness the potential of ICTs for development. The government has adopted policies to increase the use of ICT by the government sector in order to make government services available at citizens' doorsteps and enhance its efficiency and productivity. It has already achieved some remarkable successes with ICT. Among these, people are now enjoying the benefits of various social services, such as utility bill payments through mobile phones, informational services, easy access to information, e-Transactions, and others.

Policymakers and politicians in Bangladesh are growing increasingly hopeful regarding the increasing use of ICT in the country. Consequently, the present government has set a target of building a "Digital Bangladesh," which simply means the use and implementation of ICT and e-Governance across all possible sectors in order to enhance the livelihood of citizens and thus convert the country into a middle-income country within the intended time period.

With this promise and through recent initiatives by public and private agencies, the government and citizens are coming to realise the significance and benefits of using ICT for good governance, especially in the following areas:

- Direct delivery of government information and services to citizens using electronic means;

- Increasing administrative efficiency, transparency and accountability to support good governance; and
- Promoting participatory democracy by seeking citizen feedback and raising public awareness through electronic mechanisms.

2. Status of e-Government and Use of ICT: Past Efforts

2.1. Early Efforts- Enabling Environment

Bangladesh adopted ICT as a tool for change in the early 1990s and began creating initiatives to foster an enabling environment favorable to ICT. In 1991, the government allowed private cell phone operators within the country and in 1997 liberalised the telecom sector to encourage private sector growth. Within a very short period, four new mobile phone operators were licensed to operate in the country. This resulted in a mobile telephony boom. To continue the development of a fostering environment, the government continued its efforts by formulating a national telecommunication policy in 1998 and fixing a target of achieving more than 25% tele-density by 2010.

Through that policy, the government allowed the operation of VSAT (Very Small Aperture Terminal) for international communication. This opened up Internet connectivity in the nation. Prior to this, in 1994, private sector operators established dial-up Internet services and a number of Internet Service Providers (ISP) launched operations. To continue these efforts, as per policy guidelines, the government enacted the Telecommunication Act in 2001 and established a regulatory organisation, the Bangladesh Telecommunication Regulatory Commission (BTRC- www.btrc.org.bd) in 2001. As a result, Bangladesh witnessed tremendous growth in the telecom sector, attracted a considerable amount of direct foreign investment to the country and generated huge employment in the sector. In addition, to promote domestic computer use, in 1997 the government withdrew all duties and levies on computers. This increased the use of computers around the country as well as developed opportunities for IT-based business.

Next, in 1998, the government decided to direct greater efforts at the ICT sector and created a high-level task force under the direct leadership of the

head of the government, the Prime Minister. The ICT Task force then assumed leadership and released a directive to develop a National Communication and Information Technology Policy. In 2002, the government adopted an IT Policy intended to develop a knowledge-based society. In the same year, the government renamed the Ministry of Science and Technology as the Ministry of Science and Information & Communication Technology (MoSICT, www.mosict.gov.bd) and entrusted this organisation with a coordination and leadership role. In the 2002-2008 period, the ICT sector enjoyed "thrust sector status". Bangladesh also participated actively in the World Summit on Information Society (WSIS, www.wsis.org).

Throughout the country, efforts continued with infrastructure development, establishing schools and science universities, and a pro-ICT business environment. The private sector and NGOs established community e-Centres in remote areas to enable rural citizens to connect to government services. The Bangladesh government connected to international gateways through the SE-ME- WE4 submarine cable in 2005.

2.2. The Current ICT Organisational Structure

The Ministry of Science and Information & Communication Technology (MoSICT) is the administrative ministry tasked with the development of the domestic information technology sector. MoSICT, supported by its organisation the Bangladesh Computer Council (BCC, www.bcc.net.bd), plays a key role in the development of the national IT sector. The other ministry addressing the telecom sector in the country is the Ministry of Post and Telecommunications (MoPT, www.mopt.gov.bd).

The regulatory responsibility for the telecom sector is assumed by the Bangladesh Telecommunication Regulatory Commission (BTRC). In addition, the ICT Promotion Council of Bangladesh under the Ministry of Industry plays the role of developing the ICT industry as an export field. The major industry associations include Bangladesh Computer Samity (BCS, www.bcs.org.bd), BASIS and the ISP Association of Bangladesh (ISP AB, www.ispab.org).

2.3. Adoption of National ICT Policy and Action Plan 2009

In July 2009, the government adopted the National ICT Policy 2009. This policy, in line with the nation's aspirations, adopted a vision of growing into a knowledge-based society by 2021. The policy identified ten objectives and 56 strategic themes to achieve its vision. It also stipulated 306 action items to be performed through three stages - short-term (12-18 months), mid-term (five years) and long-term (10-12 years). Government agencies have already launched tasks in line with these policies.

3. Current ICT-Projects and Plans for Service Delivery

AGRICULTURE

Given that Bangladesh is an agrarian economy with nearly 60% of its population employed in the agriculture sector, and that the country has set a course for food self-sufficiency by 2013, this area naturally receives the highest emphasis in the Digital Bangladesh e-services strategy. Some areas of focus are:

- strengthening existing information channels and developing new ones in order to provide farmers with real-time information related to integrated crop management, input availability and dosage, irrigation, soil quality, etc. at the community level;
- building the capacity of farmers and extension workers through distance learning and by using locally relevant multimedia content;
- fostering market access through necessary information and training to promote, support and enhance rural farm and non-farm enterprises, both locally and internationally;
- mobilising finance (including mobile banking) for rural farmers who are underserved by the commercial banking system and/or the country's microfinance NGOs; and
- organising/uniting farmers nationally in order to enable the exchange of knowledge and information and to ensure their collective voice and participation in policy formulation.

Current Initiatives

Ten Agriculture Information and Communication Centres (AICC); 20 Fisheries Information and Communication Centres (FICC); web-based price information dissemination by the Department of Agricultural Marketing (DAM); web-based Information Repository by the Department of Agriculture Extension (DAE); GIS-based soil testing database by Soil Resources Development Institute (SRDI); and a mobile accessible agriculture helpline run by private mobile operators.

EDUCATION

Bangladesh has a large educational system consisting of some 150,000 institutions, 34 million students and over 900,000 teachers. There are roughly 20 million students engaged in primary education (including madrasas and non-formal programs) and a further 11 million at the secondary level (including madrasas). At the university level, there are 31 public and 54 private universities. The nation has achieved an enviable near-l00% enrollment in primary education, but, at the same time, the dropout rate is an alarming 50% by the end of the five-year primary cycle. It has been observed that slightly over 1% of the students who complete primary schooling acquire the standard competencies. 25% of primary graduates drop out in the initial stage of enrollment in secondary education.

ICT has been identified as a key enabler to address the quality component of the education equation. Attractive e-Learning environments in schools and distance learning through TV, radio, mobile phones and the Internet will increase retention. The government plans to make ICT education compulsory at the secondary level by 2013 and at the primary level by 2021. Teacher training will be increasingly decentralised through the use of ICT already in place at the Upazilla Resource Centres for primary education and at model secondary schools.

HEALTHCARE

Priority actions for this sector are to develop a nationwide integrated health records system, strengthen the fledgling telemedicine network (presently available only in the private sector at high cost), and install mobile health units equipped with simple test kits and ICT connectivity at specialised

centres. ICT-enabled health care service delivery and capacity-building for tens of thousands of semi-skilled health workers around the country could significantly help reduce infant and maternal mortality, currently at 5.4% and 3.8% respectively, to the 2021 target levels of 1.5% for both rates.

Current Initiatives

Internet connectivity and access by doctors via mobile phone at over 800 health centers; video conferencing facilities in community clinics; database for health policy planning; OMR-based patient-level data collection; rudimentary telemedicine being piloted by NGOs; mobile-based helpline accessing doctors.

LAND AND WATER RESOURCES

Land and real estate typically account for between 50 and 75 percent of a country's economic assets. In Bangladesh, 60% of the people's livelihoods are linked directly to land. It is the only major asset commonly held by lower income groups, and an alleged 80% of the country's lawsuits are linked to land disputes. It is no coincidence that the leading economies of the world have in place well-functioning and reliable land administration systems. It is for these reasons that the present government has declared electronic administration of land and water resources among its key election pledges.

Under a massive plan that will require several years for its full implementation, a digital land management system will be established through the creation of a digital archive of existing and new surveys of all 64 administrative districts. The Deeds Registration System within the Law Ministry will be enhanced as well.

SOCIAL SAFETY NETS

Currently six to seven central government agencies and thousands of local government institutions are being used as channels for vetting beneficiaries and delivering benefits. This not only results in chaos in the delivery system, but also impedes monitoring of the delivery and impact of the Amplify Social Safety Nets (SSN) programmes. Best practices in the developing world will guide Bangladesh to develop mobile-based banking and money delivery systems. Improved targeting will be achieved using the

established voter registration platform through which over 85 million voters have been registered with bio-metric information.

Current Initiatives

- A small pilot to target and track allowances for widows is being implemented.

DISASTER MANAGEMENT, ENVIRONMENT AND CLIMATE CHANGE

Bangladesh has identified that ICT can play a critical role in all four phases of the disaster risk management cycle:

- **Preparedness -** reliable and rapid communication for preparation and assessment, observation and positioning tools, particularly when crucial on-the-ground infrastructure has been damaged.
- **Mitigation -** sharing information on location- and hazard-specific long term mitigation options for informed decision-making.
- **Response -** real-time sharing of knowledge and information on location-specific climate change impact by sector and analysing alternative preparation options.
- **Recovery -** ICT-based advisory services for efficient co-ordination, disaster evaluation and risk-reduction activities; long-term sustainable planning; and policy formulation.

Current Initiatives

- ICT-based information delivery centres, including Union Parishads around the country, digital content for disaster preparedness, mitigation, response and recovery; location-specific pre-disaster warnings using mobile phones.

LAW ENFORCEMENT, LEGAL SERVICES, JUDICIARY

The country has already recognised that ICT can greatly enhance the transparency, accountability and efficiency of law enforcement by placing vital data at the fingertips of law enforcement personnel. Electronic filing of general and first-information reports will improve the customer experience.

Toll-free phone-based legal advisory service can alleviate hassle and allow convenient legal services to citizens, especially women, the extreme poor, the disabled, and other marginalised groups who are not otherwise able to access these services. Publishing of cause lists and case updates on the Internet and making them phone- and SMS-enabled will increase the transparency of the judiciary and reduce citizen inconveniences.

Current Initiatives

Immigration database spanning 90% of total movements, linked to Bureau of Manpower and Training (BMET); crime data management system in all divisional and district headquarters; automated fingerprint identification system; all laws available online (www.bdlaws.gov.bd); citizen access to police cases using SMS.

LOCAL GOVERNMENT

The current government is placing an unprecedented emphasis on revitalising local government institutions at the rural (around 4,500 Union Parishads) and sub-district levels (Upazila Parishads). The LGIs are being re-designed to play a pivotal role in serving as local delivery centres for information and e-Services, thereby upholding the government's commitment to placing services at citizens' doorsteps. Local government administration will be improved through increased transparency and accountability and by ensuring that public input will be channeled to policy-making levels.

The collection of demographic information; birth, death and marriage registration; school enrolment; vaccination; employment; and many other information sets using ICT will provide a greater degree of efficiency in the dissemination of information in terms of targeting, policymaking and accuracy.

CONNECTIVITY INFRASTRUCTURE

In 1997, the taxes on computers and related products were withdrawn, bringing them within the reach of a wider spectrum of citizens. Today, a Pentium-4 based PC may be purchased for as little as Tk. 20,000 (US $325). Since the liberalisation of its telecom policy in 1998, the country has observed one of the fastest rates of mobile phone growth in the world, with 98% of

the country's geographic area now covered and one third of the population carrying mobile phones. However, in rural areas, one mobile phone has the catchment area to cover a significant population.

There are roughly 1.5 million fixed-phone users and five million Internet users (one of the lowest rates in South Asia at 3%) among whom 4.6 million are using mobile phones to access the Internet. Broadband penetration is very low (less than 50,000 connections). Two WiMAX operators have very recently introduced service to the capital city. There exists nationwide fibre connectivity from the incumbent Bangladesh Telephone Company Ltd (BTCL) and the Power Grid Company of Bangladesh. A new private sector operator has begun installing optical fibre in different parts of the country for the expansion of broadband Internet connection. However, Internet connectivity remains unaffordable to most people. The government has reduced the Internet bandwidth rate several times; it now costs Tk. 18,000/ Mbps from BTCL. To create access for rural residents, the government has started establishing shared access points at Union Parishads, farmers' clubs and fisheries extension offices. This supplements the NGO and private sector-led efforts of setting up more than 2,300 tele-centres around the country. The government is very actively exploring the option of licensing community radio for information dissemination.

Current Initiatives

Establishment of fibre optic connectivity in 100 Union Parishad, Connectivity of 2nd Submarine Cable.

ICT IN BUSINESS

Doing business through the use of ICT is also gaining momentum in Bangladesh. For example, stakeholders, shipping agents and freight forwarders at the Chittagong Custom House may now perform desired transactions online, significantly reducing the number of steps and the time required for customs clearance. The Department of Agricultural Marketing publishes daily, weekly and fortnightly information on market prices for producers, researchers and policymakers alike.

The ICT sector in the country now boasts nearly 500 software and

Information Technology Enabled Services (ITES) companies and 10,000 registered and unregistered hardware vendors. Software companies employ a total of approximately 10,000 people, while ITES companies include about 15,000.

At present, more than 100 software and IT enabled services companies in Bangladesh are exporting software and services to 30 different countries across North America, Europe and the Far East. In FY 2008-09, IT software exports to different countries totaled around US $30 million, in contrast with US $4.54 million in FY 2004-05.

Typically, revenue per employee is on the lower side (US$ 10,000 per year). It is widely believed that the readiness of Bangladesh for IT export is more suited to IT Enabled Service than to software export.

The skill level for exporting ITES is generally lower in many areas, such as graphics, engineering drawing, customer support, accounting, and others. Also, in terms of employment creation, the absolute number of jobs that are being generated in the ITES sector is potentially much higher than the software sector (although the salary of an ITES employee is relatively low, almost one third that of a software worker).

Current Initiatives

To continue its support for ICT entrepreneurs, the government extended the implementation period of a subsidised IT Park (ITP) housing 48 software and ITES companies. Under a National ICT Internship programme, over 500 graduates were selected for internships in the ICT sector in 2009. Measures have also been taken to establish a National Data Centre together with the establishment of Public Key Infrastructure (PKI) in the country. Development of a large Hi-tech Park in Gazipur continues.

HUMAN RESOURCE DEVELOPMENT

Policymakers in Bangladesh have come to realize that ‘humanware’ is far more important than either hardware or software. The HRD challenges appear in different forms: first, service providers, especially the government, must be aware of service delivery options; second, government officials must embrace ICTs as part of their day-to-day work; third, a general literacy rate

in the population of less than 50% presents a significant impediment to the adoption of computer technologies. The ultimate goal should be institutional capacity development.

CURRENT ICT TECHNICAL STANDARD

The Bangladesh Computer Council is entrusted with the task of setting the technical standards of ICT applications and frameworks in the country. Currently, a few elementary standards have been set up as de facto standards. These include the use of Unicode for all National Language (Bangla) computing. Furthermore, a preliminary framework for interoperability has been drafted. However, considerable additional effort is required in this field to ensure the interoperability, smooth data transfer and storage of electronic data. The setting of cell phone-based applications remains to be standardized as well.

4. Conclusion

Challenges and Consideration for Achieving Service Delivery Excellence

As we proceed to boldly implement our ambitious and yet achievable Vision 2021 priorities, we are faced with several challenges. These are precisely those areas where we need to work cooperatively to gather international best practices, transfer technology and know-how to the government, and build institutional capacity. The following areas need to be addressed.

Financial Allocation and Institutional Capacity

Institutional capacity to identify, design and manage ICT-based projects is still lacking. Therefore, institutional capacity must be enhanced to formulate promotional policies and procedures. Adequate budget has to be allocated for development of ICT.

Affordable Connectivity

The cost of Internet connectivity remains among the highest in the region and is well beyond the reach of the common citizen. Broadband access remains in its infancy due to a lack of last mile connectivity and high cost of access.

- **Reliable and continuous power:** The country currently suffers from a chronic shortage of about 1,500 MW of electrical power. In some areas of the country, power is not available where needed to conduct a digital programme. This shortage will, on the one hand, impede progress of digitalisation, and on the other, grow more acute unless power generation can be boosted in the short term.
- **Legal reform for businesses and consumers:** ICT-based service delivery requires modification of a number of existing laws.

As in most developing countries around the world, the Government of Bangladesh has attached significant importance to Bangladesh going digital through the effective use of ICT as a valuable tool for development across a wide spectrum of socio-economic activities. Bangladesh has become an ideal ground for investment by developed economies due to its business-friendly policy toward foreign investors and provisions of various incentives including tax holidays and simplified regulations.

Bhutan

Increasing Online Citizen Engagement for Better Service Delivery

Jigme Thinlye Namgyal

1. Initiatives taken by Bhutan to Deliver Services Online

Brief Background

Since the coming of the Internet to Bhutan in 1999, the government has been exploring its potential as a medium of service delivery. However, despite the best of efforts, few inroads have been made. Some agencies have developed systems to meet in-house requirements, but they are used only within these agencies themselves, with the exception of a few in centralized locations. The need to devise an integrated service delivery system was therefore acutely perceived, as the intention to harness ICT technology for this purpose was spelled out as early as 2005 through a vision document called Good Governance Plus released in that year.

Consequently, an in-depth assessment of government-to-citizen service delivery was performed and the following needs were identified for implementation:

a. *Inter-agency coordination:* There is a need to establish a clearly defined system for enhancing inter-agency coordination in order to minimise wastage, duplication of effort and resources and ensure timely delivery of high-quality services to the public.

b. *One-window services:* Counter services or front-line services, through which the public directly interacts with government officers, should be provided through a "one-window" service or at one centre. These services would include "one-stop bill payment centres", "one-stop licensing services", and "one-stop investment centres".

c. *Inter-agency system integration:* This is needed to facilitate the exchange of data/information and for enhancing coordination, particularly between regulatory and security agencies. Such integration, amongst others, should be manifested as a one-window checkpoint for conducting documentation efforts by the police, forestry personnel, and those engaging in customs and immigration services.

d. *Customer-oriented Service:* By developing a client charter, all agencies should improve service delivery by spelling out the procedural requirement to provide access to their services and establish standards, including the time required to deliver those services.

e. Every ministry is required to establish *a Quality Assurance Group* coordinated by internal audits, which will assess compliance by service providers through internal checks and public feedback.

f. *Inadequate knowledge of procurement rules and procedures:* This results not only in non-compliance with rules, but also in the acceptance of sub-standard and substitute goods which impact effective decentralisation within organisations, as well as the quality and timeliness of service delivery. To address this shortcoming, the Ministry of Finance, with assistance from the Ministry of Works and Human Settlement, will conduct regular education on rules and procedures, adopt a system for the certification of the quality of goods being imported, and ensure compliance.

g. *Streamline pension claim procedures:* To make this more service-oriented, amongst other goals, consideration should be given to creating facilities or designating contact points at the nearest reasonable point to pensioners, such as post office and banks.

h. *Review and streamline court procedures:* This is mainly in relation to the criminal justice system in order to provide timely justice.

In this manner, the government has clearly articulated its desire to evolve the service delivery scenario in Bhutan. However, despite clear objectives and mandates, little has been achieved and a great amount of wastage is occurring, both from the citizens' and the government's perspectives.

Initiatives

Thereafter, in 2008 the government determined to embark on a simplification of government in terms of citizen services. To fast-track the improvement on these fronts, the responsibility for carrying out the diagnostic study was assigned to the Accelerated Bhutan Socio-economic Development (ABSD) project. The G2C (Government-to-Citizen) Project Office is the key body mandated to assume these responsibilities.

The G2C team reviewed over 200 government-to-citizen services spanning ten ministries, twelve agencies and 20 districts. From birth through retirement, the most commonly availed services during a citizen's journey of life were identified. This exercise confirmed that the delivery of services leaves much to be desired; inefficient utilisation of resources was one of the major challenges encountered.

The McKinsey consultancy group and the Improved Public Service Delivery (IPSD) group thus released the following findings:

a. Citizen-related

Access: Access to most G2C services is limited to a select few centralised locations. Citizens are not only required at times to travel for up to three to four days, but too many centralised clearances are required to access some of the most commonly availed services.

Turnaround Time: The minimum turnaround time taken for any process ranges from seven to ten days to over 300 days for some of the most commonly availed services. Multiple clearances are required from too many agencies.

Cost: The expenditures incurred are high for citizens when they are required to travel for too many days and a great number of documents have to be submitted to avail of services.

b. Government-related

Overhead Resources: The processing of services is largely paper-dependent and even the simplest of services, such as issuing a driving license, requires roughly ten documents to be completed and processed. Manual handling of forms by the different parties concerned leads to the

misplacement of forms and unnecessary paperwork.

Human Resources: Currently 40% of the civil servants in the country are involved in offering Government-to-Citizen (G2C), Government to Business (G2B) and Government to Government (G2G) services.

Ranked 130 out of 191 countries, Bhutan was deemed very low in terms of e-governance readiness, according to the United Nations.

Way Forward

Based on the findings and recommendations of the diagnostic study, the government decided to prioritise and simplify the delivery of government-to-citizen services. To fast-track the initiative, it was included among the important components of the ABSD initiatives.

Since the initiative entailed a great deal of cross-sectoral collaboration, it was necessary to enact the project under an independent institution. Hence, the G2C service delivery initiative was instituted as an independent body with the Committee of Secretaries as its Board of Directors.

In consideration of the significance of the Project within the given timeframe and to perceive and pursue the objectives within a broader perspective, the office was composed of members from a variety of backgrounds and agencies. A ten-member project group was constituted under a Project Director.

The project has been directed to achieve the following three key mandates spanning all aspects of e-Governance.

a. Access to services in a single day

Any citizen applying for government services hereafter should be able to do so within one day. By 2013, 80% of the population should be able to submit applications for any G2C service within a single day and, also by the same year, all gewogs are to have an operational community centre.

All applications will be submitted online and processed without the citizen being required to travel to a dzongkhag or regional office or to departmental headquarters.

b. Reduction of turnaround time (TAT)

To reduce the turnaround time required to avail any government-to-citizen services by 70 to 80%, the physical transportation of people and documents must be eliminated. This has been achieved through Business Process Re-engineering.

c. Optimal deployment of human resources

The diagnostic study pointed out that Bhutan deploys around 70 civil servants to provide services to every 10,000 people, whereas Malaysia, as an example, provides as few as 37 civil servants. While this clearly indicates that the country has engaged a sufficient number of individuals to deliver services, there is clearly an opportunity to improve the deployment of human resources.

The following key initiatives were recommended for consideration on a priority basis:

a. Lean Re-engineering

It was necessary to review and study all services provided by the ministries and agencies and reduce inefficiencies. Emphasis should be placed on avoiding duplication of efforts, removing multiple layers and promoting decentralisation of work, as well as drawing up new process flows for automation.

b. Automation of Services

Harnessing the potential of Information Communication Technology (ICT) to accelerate service delivery is seen as being not only more efficient and faster, but also as able to reach the grassroots. Therefore, all reviewed services should be automated and delivered at Community Centres (CCs) at the gewog level, thereby ensuring equal opportunities and decentralisation of G2C services.

c. Customer Feedback

In order for Bhutan to enjoy a robust and user-friendly government-to-citizen service delivery system, it is necessary to institutionalise customer feedback under a three-pronged methodology. This will function as

a check-and-balance measure and also assist in the improvement of services. The three prongs are:

i) **Drop boxes:** To be established in all gewog/community centres for citizens to submit complaints.

ii) **Help line:** A toll free number will be provided to allow citizens to complain or provide feedback.

iii) **Voices of Customers:** An online feedback system will be created for citizens to provide feedback or contribute their voices as to the quality and speed of service delivery. An auto-escalation mechanism will be created so that a service delivery monitoring mechanism is embedded within the system.

d. Common IT Architecture

Inter-operability is an issue that must be addressed if the databases are to be integrated and interlinked. In order to establish the system on the open source model to ensure that the maintenance and the cost of the system remain low, any system development will have to adhere to standards and protocols set up by the government.

In order to address the issue of database integration and uniformity, it was decided that the system development effort for roughly 200 services will be awarded to a single firm.

e. Building and Linking Databases (unique id, land database, transport, business database and contractors licenses)

To enhance the delivery of services, it is essential to interlink relevant databases. Since most services are dependent on the Civil Registration database, it was determined that this will be used as the main database for interlinking all services. Necessary approvals have been accorded by the government to interlink all key databases.

f. IT Infrastructure

In order to be able to dispense services, it is necessary to maintain delivery points equipped with broadband and electricity rollout. More

than 160 gewogs will have electricity by the end of the 10th Five-Year Plan.

g. Operating Service Points

To leverage the outsourcing needed to fast-track the build-out and maintenance of an integrated IT backbone, the construction of community centres and the building of the IT backbone must be outsourced. Even the management of community centres and dispensing of the services through the centers are outsourced to a group of firms on the Private-Public Partnership (PPP) model, inclusive of revenues generated from G2C and other offline services (photocopying, photography, fax services etc.).

h. Common Service Gateway

It is necessary to route the processing and delivery of government-to-citizen services through a gateway. The routing of services through this gateway will not only reduce costs, but will also facilitate monitoring and maintenance.

In addition, SMS will be integrated into this service gateway to allow a citizen to check the status of an application and receive alerts from the agency informing them of the status of an application. Approximately 200 services will be provided through this gateway.

With all of the above initiatives in place, it is the aim of the government to achieve the following three key aspirations by 2020.

2. Good Practices: A Case Study

The Ministry of Home and Cultural Affairs launched the Security Clearance Service, an online system to issue Security Clearance Certificates (SCC) on 2 June 2011. This system is designed to issue a certificate to eligible applicants within the shortest possible time period in order to reduce resource expenditures and provide faster, more efficient and reliable service which remains transparent and secure at all times.

Previously, when SCC were issued manually, residents of19 Dzongkhags

were required to transit to the capital and approach the Royal Bhutan Police in person to process the SCC. Police personnel were appointed to conduct SCC application forms to the Ministry of Home and Cultural Affairs twice per day. As it involved the physical movement of people, while the SCC were required to be issued within three days, in effect they took seven. This was not only costly in terms of money and time for the general public, but also for the Government.

In light of this, on 27 March 2009, the Cabinet issued directives to mandate the online issuance of SCC. Pursuant to Cabinet directives, the Ministry of Home and Cultural Affairs, in coordination with the Department of Information, Technology and Telecoms, developed the system.

In partnership with the police, the ministry had to undertake sensitization training in all 20 Dzongkhags and also issue usernames and passwords to all designated officials at receiving agencies in 20 Dzongkhags. Approximately 1,500 officials from the civil service and corporate agencies were sensitized and usernames and passwords were issued to roughly 200 issuance officials.

Today, with the instigation of the system, as opposed to under the previous system, applicants from 19 Dzongkhags need not visit Thimphu and approach the RBP in person. An applicant may simply apply from anywhere there is an Internet facility. Applicants can track the status of an application and, if it is approved, the applicant can proceed to the concerned agency where the dealing official will enter the applicant's identity card number and download to print for official purposes. Therefore, the applicant also need not print the certificate, reducing the expense of printing.

An SCC is required for processing and renewing passports, business licenses and scholarships, as well as for elections.

Success factors

The success of online security clearance is attributable to several factors, among which the most fundamental is the political will of the government. During the elections of 2008, the government unequivocally stated that the primary function of government should be to make the lives of citizens easier and that this could be achieved by making the services it delivers to

the people faster, more hassle-free and more efficient. Thus, when the online security clearance system was instigated, the government made available all necessary resources for the incubation and implementation periods.

The second factor is the national drive for ICT launched by the government. Millions were spent to establish an ICT-enabled knowledge society by 2015; the services delivery project, falling as it did within this overall scheme, benefitted tremendously from this momentum.

Support and cooperation from stakeholders and end beneficiaries were also instrumental to success. The government workers were keen to contribute, as were the end users –the people– as they viewed this as an opportunity to uplift lives.

Aggressively conducted advocacy also played a key role in packaging, educating and creating demand for the services by the citizens.

Challenges

- However, daunting challenges still remain. To avail of the online services, users must be educated and Bhutan's literacy rate stands slightly above 60%. This will remain an obstacle until the education system delivers on its promise to achieve 100% literacy by 2015.
- Bhutan's economy is mainly agrarian and large numbers of people (more than 65%) still reside in rural areas. However, ICT –computers, their accessories and online connectivity– has yet to penetrate to the villages. There is a considerable digital divide between the rural and urban regions of Bhutan.
- On the advocacy front, dissemination of information and awareness of online services, despite aggressive pursuit by the government, will take time to make an impact and effect behavioral change in end users.
- Bhutan's ICT ambitions may conflict with the country's stringent environmental policies. E-waste is already becoming a problem with few available solutions. In the long run, one of these two goals might suffer a setback.

3. Conclusion

The royal government is committed to making approximately 200 services accessible through online systems by June 2011. Automation of 79 of these services is approaching completion and the development of another 20 services is already finished. The development of systems for approximately 85 additional services will be awarded by the end of October 2011.

With the completion of this system, nearly all types of services provided by the government to the citizens will be available online. At this point the government is focused on development and interlinking key government systems. With the sharing of real-time information, service provision efficiency can be achieved.

Mobile governance and payment gateways are among the additional efforts that the government will undertake in the near future.

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Vietnam

The Strengthening of Citizen Participation for Better Online Public Service Provision: The Case Study of a "Doi Moi" Vietnamese Society Today

Le Ngoc Hung

Abstract

According to a 2010 UN report, Vietnam rapidly increased its ranking in terms of online public service provision to its citizens: from 126 in 2006 to 90 in 2010. At the same time, however, it occupied the sixth position among the ten South-East countries.

According to a report by the Ministry of Information and Communication of Vietnam in 2011, one hundred percent of government institutions have computer networks, 15% of total households contain Internet-connected computers, 62.5% of households are equipped with telephones and each user holds 1.27 mobile telephones. The country offers more than 94,000 online public services to its citizens, including 775 services of the third qualification level and four services of the fourth qualification level[1)].

Since September 2010, the Government has promulgated "The National Program on Information Technology Application in Government Agency Activities, 2011 to 2015" (Decision 1605/QD-TTg), which includes the goal of providing better and larger-scale online public services to citizens and businesses. Based on this program, government agencies are developing specific goals. For example, the Ministry of Finance put forward a lofty target of having 80% of the tax profiles of individuals and businesses administered and processed online by 2015; 70% of total tax payments will be made online.

However, better public service provision depends not only on

information technology infrastructure and government agency capacity in terms of using information technology in their services, but also, to a large extent, online citizen participation. Therefore, it has been suggested that in Vietnam the existing e-Government/open government programs and projects have been developed more from the perspective of a passive object using information and services rather than from the viewpoint of an active partner/subject providing information and initiative for improved quality, efficiency and satisfaction in public service. Citizen participation is largely considered in terms of technical/information technology rather than social interaction and community-based management of society.

This paper is based on the theoretical model of social interaction and comprehensive public participation and examines available qualitative and quantitative data in order to identify the forms, levels and mechanisms of citizen participation in online public services. As a result, the author will suggest potential research issues and measures for strengthening online civic participation to better provide public service via the Internet in Vietnam under the conditions of renovation toward a market economy. In undertaking these tasks, the author gained the opportunity to share ideas and experiences with international experts on topics of concern in the field of online/open/e-Government and online public services in Vietnam and other nations.

1. The Legal Background for the Current Online Public Services Provision Model in Vietnam

Strengthening public participation in improved online public services in Vietnam is based on two major legal grounds. First, democratic regulations were promulgated by the Government of Vietnam in 1998 and amended in 2003 to form a framework for realisation of democracy at the ward, commune and township level. Based on this foundation, the Ordinance for Democracy Realization at Ward, Commune and Township Level was issued by Vietnam's National Assembly in 2007. Second, the Law on Electronic Communication/Transaction (2005) was enacted, as well as the Law on Information Technology (2006) during the 2005-2009 period.

In September 2010, the Government promulgated "The National Program on Information Technology Application in Government

Agencies Activities, 2011 to 2015" (Decision 1605/QD-TTg), which includes the goal to provide better and larger-scale online public services to citizens and businesses. Based on this program, government agencies are to develop specific goals. For example, the Ministry of Finance put forward a lofty target of having 80% of the tax profiles of individuals and businesses administered and processed online by 2015 and 70% of total tax payments will be made online.

One of the three goals of this program is "providing information, high-degree online public services, and a broader base to the people and firms in order to make state operations more transparent and better serve the people and businesses."

According to the Government Decree 43/2011/NĐ-CP, dated June 14, 2011, state agencies including the Central and Provincial People's Committees (PPCs) shall provide information and online public services via the electronic webpages or e-Information gates (website/portal) of state agencies.

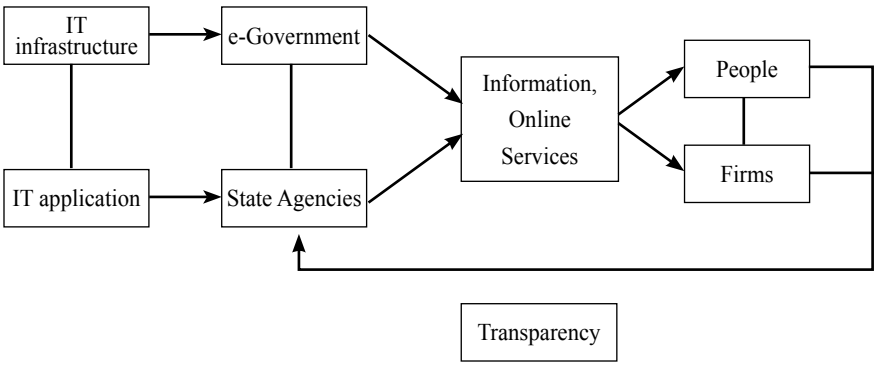
Figure 1 indicates how online public services are closely connected with the online information of state agencies provided to the people and to firms. This system can be referred to as "One-Way State-People/Business online public services" that contain an extensive feedback element. This heightens transparency in the operations of state agencies.

However, in order to heighten the involvement of the people in these online public services an online public services model needs to be constructed that runs two ways between the Government and the people and in multiple directions between the people and other social organisations, firms and state agencies.

Citizen engagement in the improved provision of online public services will be accelerated by (1) the increased capacity of state agencies as major direct providers, (2) the ability of the people to access and use online public services and direct online communication with public agencies.

These capacities are dependent on a range of factors, such as legal provisions respecting the rights to information and privacy, policies on investments in information technologies, information infrastructure and

Figure 1. **Online public services to people and firms**



availability of connected computer networks, as well as the knowledge, attitude, and communication skills of online public services stakeholders. Provided the extremely limited data available on civic participation in online public services in Vietnam, below is some insight into several factors directly affecting public services and the involvement of the people.

2. Current Situation of Provision of Online Public Services by State Agencies

Online Public Services at the Central and National Levels

According to the Ministry of Information and Communication of Vietnam, in 2009, 15 ministries and sectors provided online public services. Among them, public services at Level 1 of provision accounted for 33.8%, those providing Level 2 online public services made up 62.6%, and only nine out of 2051 services were of Level 3 (for details regarding levels see Box 1).

In May of 2010, Level 4 serves were offered for the first time in Vietnam with the opening of Level 4 online public services at www.cuchoachat.gov.vn, of the Ministry of Industry and Trade on May 7, 2010 in Hanoi.

Box1 **e-Government: Four levels of online public services in Vietnam today**

1: Sufficient information on needed procedures and formalities;

2: Allowing the download of forms and files to print;

3: Allowing the filling in and sending of completed forms and files via e-mail;

4: Online service payments and sending and receiving confirmation through the Internet (e-mail).

Online Public Services at the Local Level in Vietnam

A 2010 report by the Ministry of Information and Communication states that 49 out of 63 provinces and cities maintain a database on online public service provision (website/portal). All these 49 localities supply the total of 2771 website/postal services; as a result every locality provides an average of 1077 services. Most localities provide services at Levels 1 and 2, while only 18 provide services at Level 3 (a total of 254 services, averaging 14 services per provider, accounting for about 0.5 % of total offered services among the 49 provinces providing online services)[2)].

Among the 49 provinces and cities developing databases of online public services, Ho Chi Minh City provides the most online public services with 3841 services, followed by Hanoi City with 2262 services, Quang Tri Province with 2150 and Quang Ninh Province with 2118 services.

In February 2010, Ho Chi Minh City became the first locality to supply Level 4 online public services (the highest level of e-governance), allowing the awarding of licenses for press conferences, the holding of seminars and workshops of a foreign nature on the website/postal of the Directorate of Information and Communication at www.ict-hcm.gov.vn.

IT Capacity of State Officials and Public Servants in Vietnam

Among the 63 provinces there are 52 providing data as to the condition of the IT capacity of state employees. On average, 65% of state employees use computers at work, 64% keep e-mail addresses and 50% regularly use email for work. However, only 30% of official documents are exchanged among state agencies via e-mail[3)].

3. Current Access to IT and the Internet by the Vietnamese People

The Growth of Computer Use in Vietnamese Households

Surveys on access to and use of online public services have yet to be performed in Vietnam. However, it is clear that involvement with online public services is greatly dependent on people's facility with computers and the Internet.

The outcomes of surveys on the livelihood of households in Vietnam show that[4)] the number of personal computers has increased more than seven-fold over the last eight years, from 2.4 units per 100 households in 2002 to 17 in 2010. On average, a household includes 3.8 persons, so 380 Vietnamese people maintain some 17 computers or 4.5 computers per 100 people.

Social Inequity in Access to Telephones and Computers among Vietnamese Households

The disparity between urban and rural areas in terms of the number of landline telephones decreased from 6.7:1 in 2004 to 1.7:1 in 2010.

The disparity between urban and rural areas in terms of the number of computers per 100 households decreased by more than half, from 12.6 times in 2004 down to five times in 2010.

The rich-poor asymmetry in term of access to telephones decreased remarkably, from about 61 times in 2004 to roughly four times in 2010. However, the gap in terms of computer ownership, although shrinking, remains wide between different social groups.

The difference in terms of computer ownership between the richest 20% and the poorest 20% has been decreasing, from 190 times in 2004 to 57 times in 2010. It is elevated compared to the gap in monthly per capita income between these two groups, which stood at nine times in 2010. The per capita income gap is increasing, but gaps in terms of access to computers and telephones are on the decline.

If the majority of the people who are able to access the Internet at home are high-income or rich people, it indicates that government agencies should take into account the promotion of favorable conditions for people to access

computers connected to the Internet via public websites.

In 2010 the rate of 30.8 computers per 100 households in the Southeastern region, the richest in Vietnam, was four times higher than that in the poorest region, i.e. the Mekong River region. In 2004, this gap was considerably higher at 13 times.

Using the Internet

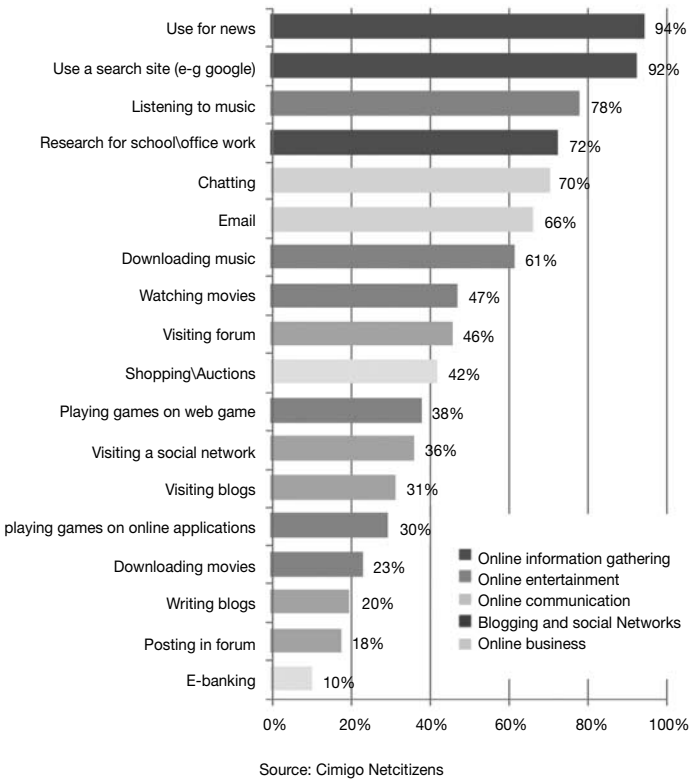
The results of a survey performed in 2010 on 3000 people in twelve cities in Vietnam on their use of the Internet (Report of NetCitizens by Cimigo based in Ho Chi Minh City and funded by VNG Ltd Company Group ViNa) indicate the following details about current use of the Internet by Vietnamese people. The rate of Internet use in Vietnam has risen to 31%, relatively high compared to other South-East Asian countries.

The number and rate of Vietnamese people using the Internet has increased by about eight times, from over three million people in 2003 to 27 million in 2010. Most of the people using the Internet in Vietnam are young: 95% of15-24 year olds and 67% of 25-34 year olds use the Internet. The older the age group, the lower the rate of Internet use: 32% of people aged 35-49 years and only 18% of people aged 50-60 report using the Internet.

Sixty-two percent of people use the Internet daily and 23% of people use the Internet several times a week. On average, a Vietnamese user spends 142 minutes per day accessing the Internet on weekdays and 135 minutes during the weekend. People in Ho Chi Minh City spend the most time online, about 160 minutes a day. The figure is 150 minutes for Hanoi City. Over half of Internet users spend more than two hours online every day.

Over 75% of people using the Internet access it at home, meaning that these people have computers at home connected to the Internet. At work, over one-third of people in offices use the Internet during their work day. On weekends, as people are off work, only 10% of them use the Internet. Internet cafes attract one-fourth of all Internet users. Most Internet users (94%) access the Internet to read news, seek information, listen to music, chat, email, download movies, and watch movies. Online e-Banking attracts only 10% of Internet users (See Figure 2).

Figure 2. **Online activities conducted by surveyed Internet users**



Source: Cimigo Netcitizens

Source: Report of NetCitizens by Cimigo based in Ho Chi Minh City and funded by VNG Ltd Company Group ViNa

4. Conclusions and Recommendations

Under the program of administrative reform and implementation of legislation on information technology and realisation of grassroots democracy, Vietnam is being proactive in the development of e-government and the utilisation of IT in the operations of its agencies at both the national and local levels. This is being done through the provision of better websites and online public services to the people and the business community.

Civic involvement in the provision of improved online public services depends on a number of factors, including the quantity, quality and level of services offered by state agencies and the capacity, demand and access in terms of use by the public and by firms.

Presently, the majority of websites and online public services are of a low degree such as Levels 2 and 3, but those of higher degree (Level 4) are currently being promoted. The IT capacity of state officials and public servants is limited as well.

The Vietnamese people are rapidly expanding their access to and use of the Internet, but mainly in large cities. Meanwhile, rural and poor areas and households lacking personal computers are in need of provision of better IT infrastructure with faster online public services. Many Vietnamese households maintain personal computers connected to the Internet, but most Internet users are young people, who are able but not willing to use online public services.

Online public services represent a multi-path social interaction process through which state agencies may come to fully comprehend the needs and aspirations of the people, allowing them to make relevant changes in their provision of the best possible public services. Moreover, in this way the people may be more than just passive beneficiaries of online public services by becoming active partners in supplying information, services and initiatives to realize their rights, as well as democratic values in the management and development of society.

Therefore, in order to foster the involvement of the people in improved online public services it is also required to improve the related capacity and ability of the people and both the quantity and quality of online public services provided on the Government side, at both the central and local levels. It is further necessary to improve knowledge, attitude and skills of state officials and public servants in providing services to and for the people.

For the citizenry, information, education, and communication are required to impel a change in their behavior and attitudes so that they can become aware of and display a more positive attitude in accessing and using better online public services.

Given the very limited data on civic engagement in online public services in Vietnam, it is important to undertake research into this issue. Further studies should clarify the manner, degree, reasons and factors affecting the involvement of the people in online public services. Respondents are expected to include state agencies with officials and employees providing online public services, citizens using online public services, potential users and others. Users from businesses, social organisations and non-government organisations (NGOs) may be included in the research sample since they form active social groups with a demonstrably high demand for online public services. To achieve this, appropriate research methodologies are required, including participation, in-depth interviews, focus group discussions, case studies and surveys, as well as cost-benefit analysis, SWOT techniques, and others. There should further be cross-national studies on civic involvement in the provision of improved online public services, through which ideas and experiences can be shared among countries.

Notes

1) The four qualification levels of online public services are as follows: Level 1 is online provision of information on public service issues; Level 2 is online provision of forms and procedures; Level 3 is the online completion and submission of the forms or procedures and Level 4 is online payment for public services.

2) Source. The Ministry of Information and Communication. Report on the utilisation of Information Technology, 2008-2009. Hanoi, 2010. Table 3.5.

3) Source. The Ministry of Information and Communication. Report on the utilisation of information Technology, 2008-2009. Hanoi, 2010. Table 3.2.

4) Source: General Statistics Office. The Outcomes of Survey on the Livelihood of Vietnamese households, 2010Hanoi, 2011.

3. Fostering Innovation in Public Service Delivery

- Cambodia •
- Nepal •
- Thailand •
- Malaysia •
- Lao PDR •
- Sri Lanka •
- Pakistan •

Cambodia

Fostering Innovation through Public Service Standards in Cambodian Public Services

Lyna Neang

1. Introduction

It has been recognised throughout the world that good governance is essential to sustainable development, both economic and social. Four crucial aspects are emphasised in good governance namely: transparency, accountability, responsiveness, and efficiency of public administration. Therefore, promoting good governance in public services has been receiving growing attention and has been placed on the national agendas of a great number of countries. These priorities are part of the development program of major international agencies, including the World Bank, the Asian Development Bank, and the United Nations Development Program.

In the Kingdom of Cambodia, good governance is a pillar of the government's Rectangular Strategy for Growth, Employment, Equity, Efficiency and Poverty Reduction. Good governance has been continuously heightened through a number of reforms to key sectors, including public administration reform. The Royal Government has defined the fourth priority goal of the Rectangular Strategy of the Royal Government Phase II, which is to ensure that:

- public service delivery will be extended in scope;
- will be more effective, of better quality; and
- will enhance the trust of citizens in public administration.

2. The Government Initiative to Improve Public Service Delivery

2.1. National Program for Public Administrative Reform

To achieve this goal, the Royal Government set out the National Programme for Public Administrative Reform (NPAR) which defines certain major activities to be implemented for better public service. In this way, the Royal Government has identified administrative reform as an essential component of the Rectangular Strategy for Growth, Employment, Equity and Efficiency. The Rectangular Strategy and the National Strategic Development Plan emphasise that strengthening institutions and improving governance are immediate and necessary conditions for sustainable development and poverty reduction. Both single out administrative reform as a key to achieving the goals and objectives of the Royal Government.

The NPAR is designed to:

- Gradually adjust the attitudes and behavior of civil servants;
- Enhance human and institutional performance and accountability;
- Develop the human and institutional capacity for its implementation and maintenance; and
- Mobilize and deploy requisite resources for implementation

The effective implementation of the program and achievement of expected results require a comprehensive and profound reform of public administration; it must become more transparent, responsive and efficient; civil servants must uphold the values of motivation, loyalty, professionalism and a culture of service in order to provide services where and when needed. Public administration must alter its behavior and working habits in order to become a trustworthy "provider of public services" and not merely an "administrator". All of these requirements are set out in NPAR's Strategy as shown below:

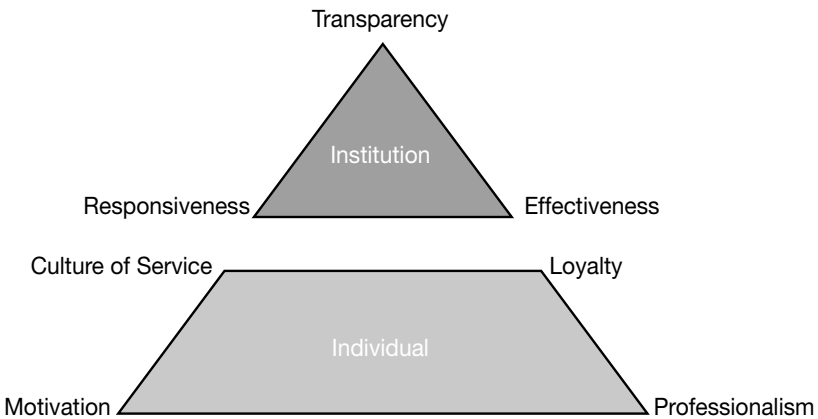
Goals and Targets

The 2010-2013 NPAR sets the goal of better serving people for the public wellbeing and prosperity of the nation.

The target is to transform public administration into an effective provider

of public services through making administration (institutions) transparent, responsive, and effective and by improving the values of motivation, loyalty, and professionalism, as well as the culture of service, among civil servants (individuals).

Figure 3. **Effective Provision of Public Services**



2.2. Policy on Public Services Delivery

The Council for Administrative Reform (CAR) prepares a set of policies for guiding reform, including the Policy on Public Services Delivery which was approved by the Royal Government on May 5, 2006. The objective of this policy is to make high-quality public services available throughout the country where and when they are needed. The policy sets common principles for all Ministries and institutions, aimed at improving the quality and delivery of their services as well as methodologies, mechanisms and prioritised activities to be implemented to ensure user access to services and a fitting response to the requirements of citizens. Transparency, accountability, efficiency and effectiveness, quality, accessibility and customer orientation are key elements of the Policy on Public Services delivery.

2.3. Special Operating Agencies

In promoting the best practices for improving service delivery, Special Operating Agencies (SOA), one among the nine mechanisms for delivering

services, were introduced for the first time in Cambodia in 2008 by the Royal Decree on the Common Principles on the Establishment and Functioning of SOA.

2.4. Compendium of Information on Public Services

In addition, the Compendium of Information on Public Services was the second initiative for making public services more transparent and accessible to the public. The Compendium on Information of Public Services spanning the seven categories of public services was published, disseminated and distributed to ministries and institutions at the central and provincial levels.

Limitations and Challenges

However, limitations have emerged through the process of implementing the policy, such as:

- Lack of agreed standards on the quality of public services to be provided by public administration across the country;
- Insufficient information as to what levels or types of services users are entitled to receive and what should be done if the appropriate level of service is not provided;
- Certain service providers do not behave as they should;
- Lack of sufficient incentives for the best service providers; and
- Insufficient allocation of resources.

2.5. Public Services Standard (PSS)

To address these issues, CAR is developing the "Public Services Standard (PSS)" guidelines for implementation across public administration. The PSS is being circulated and thoroughly discussed among concerned ministries and institutions.

Objectives of the PSS

The objectives of the PSS are to:

- Establish quality standards for the public services to be delivered by public administration across the country;

- Define the indicators guiding all ministries/institutions in their endeavors to deliver to users high-quality, timely, simple, reliable, easy to access, and responsible services;
- Promote models and best practices of ministries and institutions that meet the expected standards of services and provide the best services in accordance with PSS;
- Support the enforcement of related laws; and
- Enhance the efficient allocation of resources.

Development of PSS

CPSS refers to the common principle which guides ministries and institutions in establishing and implementing their own Public Services Standards. It sets the quality standards and characteristics for services delivery in order to satisfy the users of those services. It lays down the following five key indicators and criteria as a means to measure and evaluate service standards:

a. Accessibility

Accessibility means that the location is easy to access and that the public service provider maintains procedures, information systems, simple application forms, and an organised front-office in order to facilitate the process through which users gain access to services.

b. Quality of information

Quality of information indicates that the provided information is simple to understand, clear (in both oral and written forms), correct, reliable, up-to-date and easily accessible. Its criteria include such aspects as the availability of information related to legal frameworks, information which requires wide dissemination and the means of that dissemination.

c. Responsiveness

Responsiveness to the needs of service users refers to the ability of the service provider to structure its work in a manner that responds to the requirements of service users, solves problems, and takes into account

the suggestions of public service users. Its components include greeting, coordination mechanisms, improvement measures and solution mechanisms.

d. Efficiency

In simple terms, efficiency is the capacity of an agency to achieve results by using the least amount of resources possible. In this context, efficiency covers internal and external aspects. The former refers to the ways in which four types of resources, namely institutional/legal frameworks, public authority, finance and human resources are utilised in order to achieve the organisation's expected results. The later aspect considers the benefits from the user's perspective, such as quality of services and user satisfaction, etc.

e. Feedback and Complaint Mechanisms

Each service must include avenues for users to offer feedback and submit complaints and inform users on how to communicate their criticism, remarks, compliments, and suggestions to the service. The service must be organised in such a way that feedback is carefully examined and taken into account. The criteria include the accessibility of providing feedback and making complaints, complaint handling mechanisms, customer services, etc.

3. Public Services Delivery Reform: Good Practices

Phnom Penh Water Supply Authority (PPWSA) – (Source: ADB 2007)

The PPWSA experience has been spotlighted as exemplary in the Asia Pacific Region. Both the utility and its head have received numerous awards and citations. In 2004, the Asian Development Bank awarded its Water Prize to PPWSA for dramatically overhauling Phnom Penh's water supply system and demonstrating leadership and innovation in project financing and governance. In 2006, Mr. Ek Sonn Chan received the Ramon Magsaysay Award for Government Service for this same achievement. In 2010 PPWSA was granted the Stockholm Industry Water Award.

Background

Cambodia's civil war destroyed a good part of its human resources and infrastructure. The water delivery system in Phnom Penh was severely deteriorating. With century-old pipes and a poor distribution network, roughly only a quarter of the population received piped water. PPWSA, the government-owned water supply utility, was having difficulty meeting the challenges it faced. In 1993, PPWSA was still operating under a heavy subsidy from

the Cambodian Government. There were more than 500 staff members working for PPWSA, and their average monthly salary was 50,000 riels (approximately $20). The staff was under-qualified, underpaid, had low motivation, and worked with minimal efficiency. Nepotism was widely practiced, and morale and discipline among the workers were low. The upper management was working in its own self-interest, rather than in the interest of PPWSA. They were also misusing the property of PPWSA for private benefit.

Remedial Actions and Results

Culture Change

To counter all these negative elements and inefficiencies, PPWSA began a "culture change" based on public education and educating, motivating, and disciplining the staff. The first step taken within PPWSA was the restructuring of the entire organisation. Upper management was assigned more direct responsibility. More dynamic members of the younger generation who possessed better qualifications were promoted to higher levels and assigned increased responsibilities. Inefficient "old-timers" in high positions retained their status, but were shifted into more passive roles. This younger generation of managers was provided extensive training in the various skills required to effectively run PPWSA. Incentives such as higher salaries (10 times greater than before) and bonuses for exceptional performance were introduced, together with penalties for negative intentions. Managers were also taught to take responsibility, and a spirit of teamwork was stressed. The work responsibilities of the staff were streamlined and the number of employees was reduced to less than 400. The second priority was to ensure higher revenue generation. To achieve this, PPWSA took a five-pronged approach.

PPWSA has shown that in a transparent environment where water utilities are granted sufficient autonomy, where tariffs are able to cover costs, where service is equitable and where there is active involvement of the staff and civil society, clean water targets can be met.

Lessons Learned

A number of factors contributed to the improvement in the operations of PPWSA. Political stability, resolute government support, and external assistance from different development agencies (ADB, the World Bank, the Government of France and the Government of Japan) have contributed greatly to the expansion of PPWSA. However, the single most important factor emerged from within PPWSA itself. Today, PPWSA takes pride in its team of hardworking, responsible, and self-motivated people. This team has indeed worked strenuously toward their common goal of overcoming the difficulties of the past, and they are ready to face the challenges of tomorrow. It is noteworthy that the current strategy being implemented by PPWSA covers all five key indicators of the Public Service Standard.

4. Way Forward/Action Plan/Conclusion

After the Royal Government adopts the concept paper on the Public Services Standard, the subsequent steps are as follow:

- Establishing an Evaluation and Award Committee;
- Launching and disseminating Public Services Standards to ministries/ institutions;
- Assisting ministries/institutions in developing their Public Services Standards;
- Assisting ministries/institutions in making strategic plans (five year and annual plans); and
- Development of Governance Action Plan III.

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Nepal

Fostering Innovation in Public Service Delivery in Nepal

Laxman Bikram Thapa

1. Introduction

Delivery of services is a set of institutional arrangements adopted by the government to provide public goods and services to its citizens. Therefore, it is those specific institutional arrangements that most critically influence the performance of public service delivery. Broadly, there are four basic forms of public service delivery arrangements that governments in Nepal have adopted.

All four forms of the service delivery system described in the second section remain currently in operation in the country. Most of the revisions envisaged in the Three Year Interim Plan (2010/11-2012/13) and the implementation modalities set forth in subsequent budget announcements have either been accomplished or are in the process of completion. The movement from direct service delivery to the other three systems is presented in the sequence of legal/institutional, policy and outcome/operational reforms as follows:

1.1. Privatisation/Abolition

- The Government will allow the private sector to compete with Nepal Oil Corporation, a government monopoly in the petroleum trade.
- The Government has announced a policy of transferring the ownership of milk processing centres to milk producer co-operatives.
- The gradual privatisation or liquidation of government-owned enterprises is underway.

- The process of converting Nepal Telecommunication Corporation into a private company is complete and converting Rastriya Beema Sansthan (a government insurance service) into a private company is approaching completion.
- A consultant has been appointed and has begun work on the appraisal of assets and liabilities of Nepal Airlines.

1.2. Alternative Service Delivery Mechanisms

- Irrigation Regulation (2000) will be amended so Water User Groups may manage irrigation systems and levy water charges.
- Public-Private Partnership (PPP) policy has been introduced to solicit ownership and support of civil society organisations and the private sector in the delivery of services to citizens.
- The Build-Operate-Own-and-Transfer (BOOT) ordinance has been enacted to attract private sector involvement in infrastructure development and operation.
- User groups and municipalities will maintain feeder roads.
- The Government will refrain from investing in large- and medium-sized hydropower projects.
- Similarly, the Nepal Electricity Authority will transfer responsibility for electricity distribution to municipalities and electricity co-operatives. It will limit itself to bulk sales to such entities.
- The Government has announced the provision of 80% of the capital costs as a grant to District Development Committees (DDC) and electricity co-operatives to promote extension of rural electrification.
- The Government has adopted a two-track system of farm management and has signed agreements with three of its horticulture and fishery farms.
- An agriculture and rural development bank will be established under a

management contract with the private sector.

- Performance contracts have been signed with the Management of Udaypur Cement Factory, Hetauda Cement Factory, Agriculture Development Bank and Employees Provident Fund.

1.3. Decentralisation of Service Delivery

The Local Self-Governance Act (1999) (LSGA) has empowered local bodies (LBs) to deliver a range of social and economic services, including infrastructure. The LSGA is a unified act that provides a legal as well as institutional framework for local self-governance of both rural and urban bodies.

As intended by the government and spelled out in the Decentralisation Implementation Plan (DIP), the agriculture, education and health sectors will devolve a range of their services. Accordingly, three concerned ministries have issued separate implementation guidelines. Despite an announcement to that effect, devolution of postal services has yet to arrive, as this requires understanding and endorsement from the international union of postal service agencies. The Government has in the meantime announced the conversion of the postal department into a functionally autonomous entity. The scope and current status of decentralisation of the three stated sectors (agriculture, health and education) are presented as follows:

1.3.1. Agriculture

The District Development Committees (DDC) have been made responsible for agriculture and livestock extension services. DDC formulate plans with technical assistance from district-level agriculture line agency officials. A government block grant is dispatched through the District Development Fund (DDF) -a non-operating account under the DDC. The DDC may supplement it through its own income and, in a situation of shortfall of funds, it may prioritize. Extension programs are generally executed through service centres located at the sub-district level. LSGA rules are to be followed in the auditing and accounting by such centres under the coordination of the DDC.

1.3.2. Health

The Health Ministry's guidelines include provisions for managing sub-health posts by a committee known as the Sub-Health Post Implementation and Monitoring Committee (SHPIMC). The Committee is chaired by the Village Development Committee (VDC) chair and is accountable to the VDC. Funds for the sub-health post are first directed to the DDF and then to District Health Office (DHO). The VDC makes a request to the DHO for funds for the sub-health post. The DHO dispatches money to a VDC account, which is accounted as per LSGA procedures.

The Government will hand over more SHPs to VDCs within the fiscal year bringing the number so administered to 500.

1.3.3. Education

The 7th Amendment of the Education Act includes provisions for the creation of District Education Committees chaired by DDC presidents. Outside of the DDC institutional framework, the committee endorses the district education plan, and the District Council then approves it. Implementing plans are the responsibility of the District Education Office (DEO). Similarly, at the VDC level, a Village Education Committee under the leadership of the VDC chair has been created to promote and monitor education at the village level. The Education Ministry's guidelines have also supported the transfer of government-run primary schools to communities. A community-level school management committee will be constituted for school management. As in the case of sub-health posts, the fund will be channelled through the DDF to the DEO. The DEO then allocates grants to schools. Currently, 616 primary schools have been transferred to communities.

1.4. Review of Current Government of Nepal Policy towards Service Delivery

The vision of the Government of Nepal and a detailed outline of the policies required to ensure the effective delivery of basic social services and economic infrastructure are clearly spelled out in the Three Year Interim Plan and reiterated in subsequent budget pronouncements. The main objective

of the Plan is to allow people to perceive improvements in their livelihood and quality of life by supporting poverty alleviation and the establishment of sustainable peace through employment-centric, inclusive and equitable economic growth. The following are among the Government's poverty reduction strategies as well.

Attaining employment-centric, broad-based economic growth; creating development infrastructure considering the future federal states, including regional balance; inclusive and equitable development; supporting the process of the socioeconomic transformation of the nation; making governance and service delivery effective; and mainstreaming trade in development are the macro strategies of the Plan. It includes the following specific strategies:

- To achieve employment-centric, poverty alleviation-oriented, sustainable and broad-based economic growth through the joint efforts of the government, private and community/co-operative sectors;
- To develop physical infrastructure to support both the future federal structure of the nation and regional economic development;
- To emphasise inclusive and equitable development in order to achieve sustainable peace;
- To contribute to socioeconomic and social services;
- To make development efforts result-oriented by ensuring governance and effective service delivery; and
- To strengthen economic growth and stability by developing the private and community/ cooperative sectors and mainstreaming industrialisation, trade and the service sector as part of national development endeavours

2. Good Practices

Legal/Institutional Arrangements for Service Delivery

Clarity of Roles and Functions: The 10th Plan promotes wider participation by COs/CBOs and NGOs/INGOs in the delivery of services to citizens. Therefore, a considerable amount of public funds will have to be channelled

to the local level. In the meantime, the country's broader governance frame is decentralisation through formal local elected bodies (LBs) set up under the LSGA. As clear formal links between LBs and non-government entities have yet to be developed and institutionalised, a great deal of concern exists over the manner of allocating responsibilities. The LSGA has clearly laid out the responsibility of LBs to provide socio-economic services and infrastructure. Similarly, as per the DIP, sectoral functions will also be devolved to LBs. The challenge is to reset institutional linkages by specifying the role of LBs, community groups, and NGOs in the provision and delivery of services. The Government has recognised this as an important issue requiring serious attention.

- Harmonisation of sectoral acts and guidelines
- Matching the demand side with supply: Resource gap
- Addressing mass employment generation
- Promoting alternative service delivery channels: Local NGOs/private sector

3. Future Directions

The Three Year Interim Plan provides a vision and the goals to be reached in regards to service delivery as set by the MDGs. The Government is constructing a future course of action based on the current challenges it faces in meeting these goals.

3.1. Management of Resources

The major challenge is a lack of resources for improving the efficiency and efficacy of service delivery in the more remote areas of Nepal. The Government will develop and implement appropriate investment mechanisms to attract locally-generated resources to support service delivery, particularly rural infrastructure, as it is known to generate attractive returns. Community organisations have mobilised a considerable volume of resources in terms of savings. There is a need to invest these resources in infrastructure construction that is able to provide returns. Another locally generated

resource to develop is the remittances earned by area migrant workers, which are not at present being funnelled into the rural areas. The third strategy is to attract private sector investment in infrastructure building under BOOT/BOT mechanisms. Despite such efforts, there will remain a scarcity of resources, and further investment will be required. To acquire this, the Government will review its budget allocation for critical sectors such as schools, health posts and rural roads.

3.2. Public-Private Partnership

Beyond direct contracting out or in by the private sector, Public-Private Partnerships (PPP) are a popular alternative model for involving the private sector in pro-poor service delivery. It is relatively convenient for the private sector to engage in urban service delivery, such as water/sanitation, solid waste management, housing, transportation, entertainment, recreation management, etc., but it can be of use in rural areas as well. The Government is currently working on instruments for PPP. Some of the potential instruments include introducing user fees, toll systems, and cross-subsidy systems so that a basis for inviting the private sector into partnerships can be established. In this way, the government can free significant amounts of resources for investment in other basic services to which the private sector may not be attracted. Similar instruments can equally applicable to seek partnership with NGOs and local COs. There are great numbers of COs which have matured in terms of both resource mobilisation and building and managing services. The Government should introduce appropriate legal and institutional arrangements to clarify the role and functions of local bodies and NGOs/COs in service delivery, as well as develop contracting instruments to promote such partnerships. The Government is also keen to build the required capacity of local government bodies for assuming the task of entering into partnerships with the private sector.

3.3. Employment Generation

The Government has properly identified employment generation as one of the essential areas for addressing the exclusion of marginalised communities and the ultra-poor, as well as the tremendous growth in youth unemployment resulting from the escalation of conflict in remote areas. Programmes like food

for work will be emphasised, which simultaneously address income poverty, food deficiencies and malnutrition. Given the intensity of unemployment and also its implications for conflict, short-term mass employment programs are called for. Generous infrastructure investment, particularly labour-based rural roads, is imperative. The Government will review and explore avenues for fresh injections of spending in this service sector.

3.4. Meeting Urban Sector Demands

The phenomenal growth of urban centres in the country has led to a different set of issues in the service delivery arena that calls for distinct means of address. Urban centres require both essential and advanced services. Services from efficient street sweeping to water treatment and mass transportation, etc. are needed. For delivery of such services, the Government will expedite implementation of the BOOT and PPP systems. Unregulated construction of buildings in cities has augmented the potential for disaster should an earthquake occur. Therefore, the Government will strictly enforce building codes as a disaster-prevention measure in the city. Urban services also require greater investments. Nepali municipalities will suffer greatly following accession of the country into the WTO. Therefore, the government will focus serious attention on introducing efficient revenue mobilisation systems to harness potential revenue sources for municipalities.

3.5. Good Governance for Effective Service Delivery

Mitigating legislative gaps: Good governance is a prerequisite for managing service delivery functions and can be ensured through high levels of accountability and transparency on the part of the government and local bodies and effective public participation in the governance process. Therefore, a complementary future course of action will be to strengthen local bodies and civil society by mitigating legislative gaps - particularly by bringing sectoral Acts into harmony with LSGA, clearly demarcating the role and functions of civil society/NGOs and local bodies, building the capacity of local bodies and NGOs/COs in service delivery, and choosing appropriate delivery mechanism at the grass-roots level. Accountability and reduction of corruption will be ensured through effective exercise of those instruments already introduced. The one-window system of government is currently

undergoing comprehensive study to clearly demarcate service delivery areas for expenditure assignments to different tiers of government. Based on this, the Government will introduce one-window delivery through which local bodies can serve as the sole portal for ensuring proper and accountable governance in service delivery at the local level. By guaranteeing quality services together with expenditure assignments and the introduction of one-window system of service delivery through LBs, the government will focus on defining a minimum standard of services to be delivered to the people.

4. Conclusion

Government vision, strategies and targets in terms of improved service delivery as articulated in the Three Year Interim Plan are focused in an appropriate direction. Introduction of monitoring instruments such as the IAP and Medium-Term Expenditure Framework enhance accountability and compliance, particularly amid fiscal constraints. Transparency in business and budgets, especially at local government levels, will ensure the efficient delivery of services. The Government is seriously concerned with existing legislative gaps, however. Therefore, mitigating legislative gaps is a further priority focus. The most pressing issue is the increasing resource gap that has placed a tremendous obstacle in front of the Government's efforts to effectively develop the service delivery sector, most notably in rural areas. Service delivery shortages at present are highly visible and serious, and the situation is only deteriorating.

Thailand

Service Improvement in the Thai Public Sector

Wiriya Netnoi

1. Introduction

A new trend known as globalisation has emerged, necessitating the transformation of a number of public institutions unaccustomed to the increasing dynamism of the recently-globalised environment. Growing trends such as free and rapid capital flows, the increasing importance of international trade, and freer movement of labour, together with the Internet and rapid advancements in Information and Communications Technology (ICT) have transformed the world and the way people live. This gradual process has ended up reworking the entire structure of national economies, Thailand included.

As globalisation has gained a firm foothold in Thai society, citizens now expect a similar quality of service from both the public and private sectors (Jackson, 2001). Thus, the term 'service quality' within the Thai public sector has grown broader and more complex in meaning (Vos and Westerhoudt, 2008).

The development of the Thai public sector has progressed in line with section 3/1 of State Administration Act (No. 5) B.E. 2545 (2002). This was designed to ensure that the State Administration is operated for the utmost benefit of the public, with efficiency, value-for-money, effectiveness, quality, accountability, public participation, transparency, responsiveness, decentralisation and rule of law. Additionally, good governance principles have also been spotlighted; the Royal Decree on Criteria and Procedures for Good Governance was eventually enacted in 2003.

The Public Sector Development Commission (PDC) thereby proposed to the cabinet for approval the Strategic Development Plan for the Thai

Bureaucratic System. Their aim was to systematically prescribe a precise implementation framework, particularly identifying objectives, KPIs, strategies, and measures to ensure effective implementation across various fields, including (1) developing quality standards for the provision of public services; (2) improving and identifying appropriate roles, missions, and size for the public sector; (3) enhancing operational capabilities; and (4) integration of the democratic process into the bureaucratic system through public participation.

The efforts to fulfill the intent of Section 3/1 of the State Administration Law and the Royal Decree on Criteria and Procedures for Good Governance have been set out in Part V: Work Processes Reduction which highlighted three categories –decentralisation (section 27, 28), work process and time reduction (section 29) and service links (section 30, 31 and 32), all of which have been implemented. The main objective of decentralisation is to transfer power to government officers. However, one of the major issues with decentralisation is the transfer of authority to government officers due to low levels of public and civil-servant demand. In addition, inter-agency conflicts have also become a concern. On the other hand, key work processes and cycle time have been reduced in a number of government agencies. Service links have been implemented in various areas, both at the ministry and provincial levels, such as service links for fundamental infrastructure and government counter service. Service links play an essential role in upholding a citizen-centered approach; the public, therefore, become more satisfied with convenient services. However, this remains limited as the question of e-Government and cross agency transference being unable to be substituted for one another.

Timeliness, accuracy, accessibility, and visibility are essential quality attributes that citizens have come to expect from the services they receive, and reflect the value that the public sector is able to add to the services it provides. In addition to this shift in expectations, public agencies are generally faced with a ongoing demand for improvement, especially in the areas of efficiency and quality (Wilson et al., 2001; and Finn and Thomas, 2008), with the aim being an increased level of quality (e.g., faster service, greater flexibility, etc.) with lower operational costs. Given this mounting pressure, it appears that service improvement is inevitable.

The Office of the Public Sector Commission (the OPDC) considers quality and value-added to be key components of its comprehensive efforts to initiate and promote service improvement across the Thai public sector. To increase the level of service quality, the OPDC advocates integration of elementary techniques (e.g., Process Flow Diagrams), staff empowerment, and citizen participation, all of which are essential to sustaining future improvements in service delivery (Foley, 2008).

Service improvement underlies public sector developmental strategies in the areas of process improvement, organisational structure, financial and budget systems, human resource development and benefits, paradigm shift in organisational culture, government modernisation, and public participation in government.

Comprehensive and integrated service improvement programs are based on a foundation comprised of several features. The first feature is a citizen-centred approach, which is the assurance that citizens are viewed as a means to drive and accelerate change. The second feature, service integration, is deemed necessary, as citizens' needs often involve interaction with a variety of agencies within the same or even different ministries. The other features deal with the need for increasingly result-oriented and market-based managerial approaches. A result-based approach to service provision emphasises improved outcomes. For example, the standard period of time required to complete a request for a new identification card must be carefully studied and verified. Following actions taken to realise improvements, results can be published in order to garner public confidence and illustrate the agency's service commitment. A market-based focus helps ensure that a public agency engages more actively with the citizens, in a manner similar to the financial sector in Thailand, where most newly-opened bank branches can be found in shopping centres and supermarkets. Finally, given the trends in urbanisation and lifestyles or living culture of city dwellers (who have little time to leave work to contact public agencies during weekdays), any initiative for service improvement must address these issues (Lee et al., 2008).

2. Public Service Improvement

The OPDC has made suggestions for restructuring the framework

and administration of public organisations, including the improvement of mechanisms and processes in customer service, development of efficiency in the public service, innovations to modernise the public sector, recommendations for strategic management and implementation of related processes by law.

Modifying Public Service Processes in Customer Service

Consistent with the principle of "Citizen-Centered" and "Benefits for All Citizens", government agencies and the OPDC have adjusted state mechanisms to respond to customer service needs. The structure and procedures for regional administration were reviewed for better service quality as in the following:

- Restructure local excise offices and branches of excise offices, the Department of Excise;
- Restructure fishery and livestock development services at the district level, the Ministry of Agriculture and Cooperatives;
- Restructure the Regional Meteorology Center, the Department of Meteorology; and
- Regional offices of the Department of Disaster Prevention and Mitigation and the Department of Local Administration (DLA).

Improving the Efficiency of Public Service

In realising the principal target of public sector development, the OPDC has emphasized increasing efficiency in public service. Reengineering the framework and administration of public organisations has been focused on ministerial/department internal and external integrated work. State agencies were restructured to respond to national and ministerial strategies. The administration system was improved by cluster management and a public audit system.

Work Process Reduction and Improvement of Service

The time-motion study technique enables a system analyst to determine overall system capacity or 'cycle time', which is the standard operational time, and identify potential workstations and resources to increase system

capacity. Establishing a standard time can also be useful in creating a reward system based on worker performance.

In order to develop a work role and missions, as well as to restructure government agencies, the Cabinet developed a policy to reduce work process and allow more prompt action. A Cabinet Resolution on 19 May 2003 approved the OPDC proposal on work process reduction. To ensure the public benefit, all government agencies were expected to reduce their work processes by 30-50% prior to October 2003. All reductions in work processes were expected to be accomplished by 2007.

The quality of services was to be increased and public bodies were to facilitate service delivery to the public through the establishment of one-stop service centers. 230 government agencies submitted proposals to the OPDC for work process and time reduction with regard to 803 work processes. These proposals were reported to the Cabinet. The Cabinet acknowledged the work process reduction as proposed.

The OPDC organised a project to monitor and evaluate work process and time reduction of government agencies. On 29 January 2003 a "Quality Service Award" was presented to government agencies with outstanding service consistent with established standards.

Work process and time reductions to benefit all citizens became a compulsory key performance indicator for every government agency in 2004. The OPDC reviewed and verified process and time reduction measures proposed by government agencies. They were required to dispatch a complete proprietary proposal for an at least 25% reduction in service cycle time for all processes (100%). Each unit assessed its own performance by 31 October 2004. The OPDC monitored the progress to remain consistent with the indicator of performance agreement for the fiscal year and the use of intensive schemes to promote good governance.

Modern Process Improvement

The application of past process-improvement approaches to government service processes resulted in an excessive number of steps. The principle of modern improvement techniques is to focus on the full process, from the

beginning of service to the end, reducing or merging steps so that the overall processing time and steps involved in the process can be reduced. According to the findings of a report on government operational standards over 1996-1998, there were, on average, 8.8 steps in a government service process. After being subject to modern process improvement techniques, the average number of steps in a government service has been reduced to 3.5.

Modern process improvement techniques are influenced by the 'Lean Philosophy' originating from Toyota Production Systems (Ohno, 1988; Liker, 2004), which identifies two types of activities: value-added and non-value-added. The objective of 'lean-based' process improvement techniques is to make a service process shorter and faster by removing as many non-value-added activities as possible.

Examples of both types of activity within a government service can be found in the issuing of a national identification card. The filling out of the information form, taking the photograph and production of the card are considered value-added activities. However, other activities can be considered non-value-added. For example, the filling out of the request form to copy government-issued documents that people are required to show when contacting government agencies and the need for government agencies to retain those copies for a minimum of ten years are unnecessary cost occurrences.

In the case of government agencies, several non-value-added activities cannot be eliminated due to regulatory requirements, which means that, in the public sector, there are three types of activities: 1) value-added; 2) required non-value-added; and 3) unnecessary non-value-added (those activities that can be eliminated from the process).

Among Thai government agencies, the modern process-improvement program carried out by the OPDC from 1996-1998 was organised into two phases. During the first phase, the focus was on the removal of non-value-added activities through adjusting rules and regulations, including the development of means to transfer authority among different agencies, which led to dramatic reductions in service time and in the number of activities per service. Examples of success in this first phase are the One-Stop Service provided at a number of government agencies and the Service-

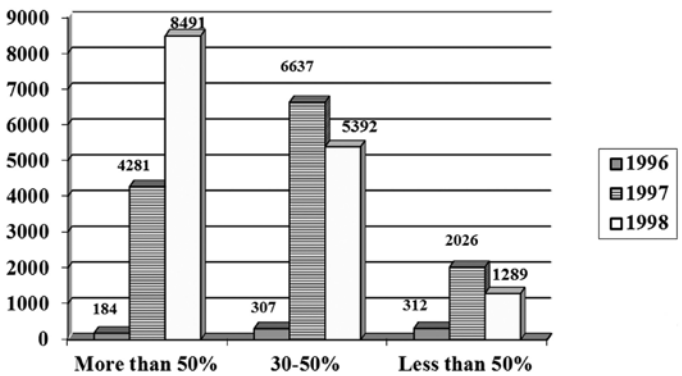
Links of several state enterprises. In One-Stop Service, the service counter/ window provides the entire range of service to the customer (citizen), so that the customer need not visit several counters, as in the past. In addition, some government agencies provide drive-through service to allow people to avoid wasting time finding parking spaces and walking to the office area.

During the second phase, the focus was placed on using communications and information technology to enhance the system efficiency of those service processes already improved during the first phase. By integrating service flow with technology, government agencies have been able to provide services through a diversity of channels, such as call centers, short-message-system (SMS) and the Internet. With the availability of a greater number of service channels, government agencies have been able to provide faster and more accessible services. The progress of the Thai government in process improvement is shown in Table 4.

Table 4. **Results of Process Improvement 1996-1998**

Percent of eliminated activities	1996	1997	1998
> 50%	184	4,281	8,491
30-50%	307	6,637	5,392
< 30%	312	2,026	1,289

Figure 4. **Number of activities eliminated 1996-1998**



Source: Four Years of Public Sector Reform in Thailand

Following the intensive 1996-1998 push for process improvement across the entire government sector and in order to promote continuous reform, the OPDC introduced W. Edwards Deming's concept of Total Quality Management (TQM). Using PDCA (Plan-Do-Check-Act) 'quality cycle', government agencies focused on effecting a seamless integration of planning, implementation, measurement, and extension.

Putting TQM into practice has not been simple. Unlike Process Improvement, TQM implementation has its impact throughout an entire agency; some agencies have succeeded while others have failed. To encourage ongoing TQM implementation in the public sector, the OPDC created a Public Sector Management Quality Award (PMQA), which is granted annually to excellent public agencies. The key criteria of PMQA are:

a. Organisational leadership

b. Strategic planning

c. Focus on customers and stakeholders

d. Measurement, analysis, and knowledge management

e. Human resource development

f. Process management

g. Results-oriented approaches

The PMQA Committee applies these criteria in considering all aspects of an organisation, from the top management to the end results. The first three are considered essential characteristics for achieving Total Quality Management. In addition, new approaches such as Knowledge Management, Human Resource Management and Process Management (including Process Improvement, which is a required part of the Process Management activity) have become critical to the overall improvement of government services. Finally, to determine that a government agency has successfully improved its services, the actual results achieved must be identified and demonstrated to support the agency mission.

3. Good Practices

3.1. Service Link and Government Counter Service

The OPDC has introduced two important concepts to initiate and ensure large-scale service improvements, the Service Link and Government Counter Services. Both concepts aim to increase public convenience by: (1) providing essential information related to various agencies – acting as a gateway for information dissemination, such as extensions of tax deadlines or changes in health care eligibility requirements; and (2) handling requests requiring multiple approvals, as in the case of district approval for home construction that requires contact with public utility providers such as electricity, water, and telephone. Service Links located in government centres provide a single location for making inquiries or submitting requests to a range of public agencies. The Government Counter Services further heighten convenience by locating service counters of public agencies that provide basic services (such as identification cards, household certificates, name change certificates, birth and death certificates, and passports) in popular areas, especially shopping complexes and sky-train/subway stations.

The following discussion illustrates a specific process improvement initiative taken by the OPDC to encourage reductions in unnecessary work processes through a combination of the citizen-centred and result-oriented approaches mentioned above. This initiative focuses on speed/timeliness as well as on specific and quantitative results that demonstrate tangible benefits and service commitment by public agencies.

Government Counter Service (GCS) is an innovative form of public service provider. GCS serves as a service link, and it focuses on more citizen-centered services. Its main objective is to meet the public needs, as mentioned in Section 3/1 of The State Administration Act (2002). A GCS unit facilitates people's experience by providing integrated services of public agencies as a one-stop service center, saving on both time and costs. The GCS obtains work collaboration from both public authorities and the private sector. People are able to easily access services because the service counters are located within communities or at expedient points where large numbers of people pass, such as mass transportation stations and department stores. The public is thus

able to access services as rapid one-stop services, for example, to request information or to apply for various types of approval.

At present, there are up to 18 GCS in provincial areas, one GCS each at central government departments, 29 service links in Bangkok, and 71 service links in provincial areas. Thus, all citizens should be able to contact, request information, and apply for permission or approval at a one-stop service centre.

3.2. The e-Starting Business

As one of the fastest-growing emerging economies in the world, Thailand recognizes an effective business start-up process to be the most critical step for businesses. Thus, efforts at improving and developing the business start-up process are as intense as in other areas that are crucial to business. This is under the direct responsibility of the Department of Business Development (DBD), Ministry of Commerce.

DBD has completed more than 550,000 business registrations throughout Thailand (data as of March, 2011), with approximately 50,000 new business registered each year.

Even with such a large number of new businesses each year, the business start-up process is still considered rather cumbersome by entrepreneurs. In order to launch a business in Thailand, an entrepreneur needs to contact three other government agencies, apart from the DBD, i.e. the Revenue Department, the Social Security Office, and the Office of Labor Protection and Welfare.

Along with the complexity of contacting these several departments, entrepreneurs are required to prepare specific documents for each. In most cases these documentary requirements overlap, such as a copy of identification card, a copy of census registration, a certificate of business registration and others. This redundancy in documentary requirements is a nuisance and results in time and cost disadvantages to Thai business operators.

For these reasons, the Department of Business Development, together with the Revenue Department and the Social Security Office, initiated the

e-Starting Business Project, utilising the 4S concept of Single Point, Single Form, Single Document, and Single Number. The project aims to promote an "easier-faster-cheaper" process for business operators.

The notification of the announcement of the e-Starting Business project was made in order to develop the entire system, which is beginning to reduce procedures for contact points between government agencies and the paper documents that are required by all related departments.

The objective of the e-Starting Business project

The e-Starting Business Project was initiated in order to connect the relevant government agencies within the "Business Starting" category, in order to reduce the amount of processes and time by eliminating all unnecessary and redundant procedures through the use of a "Single Number". With the Single Number concept, entrepreneurs will use their business registration number as a key identification in contacts with different departments, resulting in a process that is easier-faster-cheaper.

This project allows entrepreneurs to visit only the Department of Business Development as a single point for business registration by using only a single form and single set of documents to complete the business registration. Entrepreneurs can also receive all three required numbers without contacting three separate government agencies and immediately commence business. In addition, the business registration data will be transferred to the Revenue Department and the Social Security Office for data record management.

4. Implications for the Future

The shift through Process Improvement from a focus on individual activity to one on improvement of an entire process through the elimination of non-value-added activities has resulted in shorter and faster government service provision. Application of the TQM concept under the criteria of Public Sector Management Quality requires that improvement in processes throughout the organisation be geared to continuous improvement.

Nonetheless, TQM approaches to improvement of service performance have not been rapid enough to serve the most demanding of citizens and a dynamic society where changes occur at an accelerated pace (Friedman, 2005). Therefore, process improvement in public service has shifted from service quality improvement to service innovation, especially 'Open Innovation' (Chesbrough, 2006), which refers to service in which the customer (citizen) may specify the type of service and the channels and times of receipt of service.

Innovative approaches to the public sector have been applied in several countries around the region over the past decade. In Thailand, the OPDC developed an award in 1999 for service innovation in public agencies, categorising the types of innovation as: 1) service innovation for a new mission of the agency in response to emerging demand; 2) service innovation that significantly reduces service time; 3) implementation of innovative technology to provide additional service channels able to eliminate unnecessary steps and reduce overall service time; and 4) proactive service features added to existing services to increase the convenience and satisfaction of citizens across all sectors, including the poor.

As one approach to service innovation, government agencies have begun opening branches in unconventional locations, such as shopping malls, transportation hubs, tourist destinations, etc., with operating hours that suit the location. (For example, a government service center in a shopping mall will open later in the morning, close in the late evening and be open on weekends, similar to the operating hours of the shopping mall.) In addition to open innovation, information and communications technology, such as mobile telephones and the Internet are popular as alternative service channels to allow customers to receive service around the clock. As with service trends in the private sector, the public sector needs to involve citizens in the design phase to allow the service to meet public demand and provide satisfaction.

Innovation in public service not only enhances the efficiency of services, but also provides a novel approach to public service management, one that may not only produce a new service but can also improve existing services to meet new demands on and missions of the agency. Service innovation provides benefits to citizens in terms of speed and convenience, and for the

government agency in terms of system efficiency, which can be categorised as progressive development (Leap Development), a concept distinct from the continuous development now widely adopted in public sector process improvement.

5. Conclusion and Lessons Learned

Since the OPDC began its drive for public service innovation, over the last nine years Thai government agencies have simply applied information technology to the existing service flow to reduce overall service time. New services or new ways of working are not widely evident among these government agencies.

Improving the efficiency of Thai public service has been a long journey, starting from an improvement concept focused on breaking down activities into small, simple standardised tasks, to a holistic approach that focuses on improvement of the entire work flow by eliminating unnecessary steps and risks in order to minimise service time. In addition, information technology has played a major role in offering more convenient services.

The bulk of the improvement techniques used to improve public services have involved the application of external knowledge, rather than making use of internal resources to develop a workflow suitable for the Thai environment and the organisational culture of each agency. It appears that Thai laws and regulations have been the principle barrier to implementing effective improvements to public service processes. In a study undertaken by the OPDC, it was found that agencies successfully achieving process improvement share the common factors of the full support of top management and changes in regulations, particularly a transfer of authority that creates flexibility in services and resource management.

Total Quality Management techniques have been implemented in order to sustain successful service improvement throughout the Thai government sector. However, with rapid changes in society and a more demanding citizenry, the impact of TQM may arrive too slowly to respond to these changes and demands, and the time being invested in achieving improvement is excessive. Therefore, new improvement approaches are required that

are able to predict future changes and needs. The Open Innovation concept is one that focuses on developing new services and new ways of working, including the use of information technology to create such new processes. The expected outcome of public service innovation appears to be a significant improvement over existing services.

In order to achieve leap improvements in services for a rapidly changing society, a new chapter of Thai government service improvement is needed, comprised of service innovation that involves citizens and the community.

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Malaysia

Driving Innovation through Strategic Collaboration: The Malaysian Experience

Mazlan Yusoff

1. Introduction: Current Scenario Facing Malaysia

The profound political, economic, social and technological changes that have beset most economies around the world call for a paradigm shift on the part of public sector organisations. Often referred to as public sector reform, it involves deliberate changes to the philosophy, approaches, structures and processes of public sector organisations with the objective of 'getting them to run better'. Enthusiastic efforts have been undertaken to create a more performance-based, outcome-driven, customer-oriented and performance-led management practice to replace the traditional rule-based, hierarchical and authority-driven process of the public sector. The 'Re-inventing Government' movement of the 1990s triggered a paradigm shift in the United States towards a more entrepreneurial government characterised by a catalytic, mission-driven, customer-driven, anticipatory, market-oriented public sector. In the United Kingdom, the 'New Public Management' approach emphasised a management culture that focused on the central role of the customer or citizen, as well as on accountability for results. Both of these trends have influenced administrative reform initiatives in other parts of the world.

Malaysia similarly responded to the changing needs of the times through a variety of modernisation initiatives. The 1980s saw the public sector introduction of quality management tools. Total Quality Management or TQM had been fully integrated within the public sector machinery by the mid-1990s, as evidenced by the implementation of Client Charters, Quality Control Circles (QCC) and the MS ISO 9000 Standard. This quality management movement reached maturity upon the introduction of a comprehensive Public Sector Quality Awards structure in the Malaysian

public sector. The concept of 'Malaysia Incorporated' was also implemented to facilitate the undertakings of the business community and represented efforts to enhance competitiveness. The global shift toward the use of technology in the late 1990s and after was also witnessed in a Malaysian context, through the implementation of the Multimedia Super Corridor (MSC) and leading to the introduction of e-Government as a flagship initiative. The e-Government program laid the foundation for an integrated strategic approach for ICT development and management in the Malaysian public sector.

All these administrative reforms were complemented by programmes to inculcate positive values and strengthen integrity, particularly through the implementation of the National Integrity Plan. Today, initiatives to strengthen public sector efficiency continue unabated. These includes the effort to deliver more customer-focused services, foster innovation, improve systems and procedures through business process reengineering (BPR), and provide a wide range of online transactions such as electronic submission of applications and payments.

Cooperation with the Developing World

Malaysia has shared its experience in assorted fields through specific collaborative programmes, including administrative modernisation, with other countries. The Malaysian Technical Cooperation Programme (MTCP), initiated in 1980, is an excellent example of strategic cooperation in terms of training and capacity building in developing countries. The programme involves 140 developing countries and represents a portion of the commitment of the Malaysian Government towards the promotion of technical cooperation and the strengthening of regional and sub-regional cooperation, as well as nurturing collective self-reliance among developing countries. Similarly, in 1995 Malaysia launched the Langkawi International Dialogue (LID) as part of the Smart Partnership Dialogue series promoting the principles and practice of the 'Smart Partnership' approach to creative cooperation between the Government and other sectors that contribute to the economic activities in respective countries. 'Smart Partnership' is an innovative concept that is based on a positive ethos of 'prosper thy neighbour' to create 'win-win' situations. To date, Malaysia has conducted 15 series of the LID.

Responding to the New Global Scenario

With the objectives of Vision 2020 looming over the horizon, and in light of the dynamic global environment, Malaysia has recognised the need to aggressively address the multiple new challenges that have emerged. The Government's response was to introduce a strategic transformation agenda starting in 2009 which is premised and devised in accordance with the over-arching principles of '1Malaysia, People First, Performance Now'. The transformation agenda contains three main components, namely the two 5-year Malaysia Development Plans spanning the period from 2011 until 2020, the New Economic Model which provides the framework for the Economic Transformation Programme and Government Transformation Programme (GTP). The focus of this paper is on the GTP, which forms the bulk of the transformation agenda.

2. Government Transformation Programme

The GTP has been designed to provide all Malaysians with access to improved public services, irrespective of race, religion or region. To ensure that the Government maintains an accurate gauge and sense of priority areas, multiple input sources were taken into consideration, including citizens, opinion polls, perception surveys (alternative and mainstream), media analyses and dialogues with select academicians and private and public sector leaders. The GTP Roadmap contains concrete targets and action plans that were developed through the Lab Approach and a series of forums at which the best minds from the Government and private sector were brought together to develop ideas into specific plans for action. GTP Open Days were held in select cities, detailing all the initiatives and the results of the Labs. Citizens were invited to provide input and feedback as to the targets, initiatives and implementation details. This approach provided the necessary impetus for the transformation agenda.

National Key Result Areas

In 2009, six National Key Result Areas (NKRAs) were identified through this comprehensive engagement process. The six NKRAs are as below:

a. Reducing Crime

The NKRA for reducing crime is headed by the Minister of Home Affairs. The GTP recognises the need for concerted efforts to further improve the quality, effectiveness and welfare of the police force, to galvanise civic participation in cooperating with the police to combat crime and to heighten consciousness surrounding issues and factors affecting crime. In 2010, among the targets set and actual results achieved in reducing crime are:

- to reduce the reported crime index rate by 5%, with a 15% actual total reduction achieved;
- to reduce street crime by 20%, with a 35% actual total reduction achieved at;
- to reduce citizen fear crime victimisation, with 52.8% of citizens surveyed stating that there was less fear of becoming victims of crime; and
- to improve public perceptions of police performance, with 55.8% of those surveyed stating that they have a more positive perception of police performance.

b. Fighting Corruption

The NKRA of fighting corruption is headed by the Minister within the Prime Minister's Department in charge of Law. The Government is working to increase public trust in government, reduce fraud and waste in government procurement, and combat what it refers to as "grand corruption." The Government has begun prosecution of elected officials and civil servants, regardless of party affiliation. Whistleblower legislation and improved transparency in government contracts are key components of this effort. The Government is also working to enact legislation requiring that those suspected of corruption be brought to trial within one year. Performance will be assessed using Transparency International's Corruption Perception Index. In 2010, among the targets and achievement of fighting corruption are:

- 14 Ministries scored above 90% in the Procurement Accountability Index, in contrast to a target of 13 Ministries;

- 79.9% of the number of arrests related to drug trafficking were charged, as opposed to the target of 80% of such cases;
- 36.2% of the number of arrests and detention under immigration laws, as opposed to the target of 60% of such cases;
- 284 entries in the database of convicted offenders, in contrast to the target of 84 entries; and
- 10.5 summonses issued per total hours of operation, in contrast to the target of 10 summonses.

c. Improving Student Outcomes

The NKRA for improving student outcomes is headed by the Minister of Education. To improve education, the Malaysian Government is working to enhance preschool enrolment rates among four- and five-year-olds, ensure that children attain basic math and literacy skills after three years of education, develop high-performing focus schools while improving the overall quality of education, and significantly improve the performance of teachers and administrators. In 2010, among the targets set for improving students' outcomes were:

- 72.4% of students were enrolment in preschool;
- 85% of students met the literacy rate, out of a target of 90%;
- 91% of students met the numeracy rate target in 2010; and
- 20 schools were recognised as High Performing Schools.

d. Raising Living Standards of Low-Income Households

The NKRA of raising living standards of low-income households is headed by the Minister of Women, Family and Community Development. This NKRA requires a standard definition for qualification as a low income household, along with immediate and high-impact efforts to alleviate hardcore poverty and emplacing enablers to further enhance anti-poverty initiatives. Improved coordination among government agencies allowed households to

apply for benefits within seven days, as opposed to the previous wait of two months. In 2010, among the targets set in raising living standards among low-income households are:

- To eradicate 44,643 extreme-poor households;
- To reduce the number of poor households by 46,000;
- To train and develop 2,000 women entrepreneurs; and
- 35,095 units out of 44,146 low-cost units for sale to current tenants (24,658 tenants agree to purchase, 10,437 continue to rent and 9,051 units are reserved as transit units for rent by agencies)

e. Improving Rural Basic Infrastructure

The NKRA for improving rural basic infrastructure is headed by the Minister of Rural and Regional Development. 35% of Malaysia's population resides in rural areas, with a number of villages still lacking roads, electricity and access to clean water. The Government plans to build or upgrade more than 7,000 kilometres of roads, provide 50,000 homes to the rural and hardcore poor, ensure access to safe water supplies by 360,000 households and extend electricity to 140,000 households, all before the end of 2012. In 2010, among the targets set and results achieved in raising living standards of low-income households are:

- 783.1 kilometres of rural roads built or upgraded, in contrast to the target of 751.9 kilometres;
- 52% (36,273) household units received access to safe water supply;
- 27,266 rural houses were provided with 24-hour electricity; and
- 16,962, in contrast to the target of 16,626 of new or restored houses were provided to the rural poor.

f. Improving Urban Public Transport

The NKRA for improving urban public transport is headed by the Minister of Transport. The Government's goal is to increase the percentage of commuters in the Klang Valley, which is the main urban zone in Malaysia,

using public transit during the morning commute from 13% in 2010 to 25% in 2012. Making public transit more reliable, comfortable, and convenient are further key goals. In 2010, among the actual results achieved in improving urban public transport are:

- 17% public transport modal share;
- 2.43 million person increase in LRT ridership;
- 643 bus stops refurbished within the Klang Valley;
- 192% increase in Bus Express Transit Ridership; and
- Integrated Transport Terminal completed by January 2011.

In 2011, the Government identified an additional 7th NKRA to address the issue of Rising Cost of Living. This NKRA is headed by the Minister of Domestic Trade, Co-Operatives and Consumerism. This NKRA is intended to manage the effects of the global phenomenon of rising food costs that has affected numerous countries. Initiatives such as the 1Malaysia Clinic and 1Malaysia Shop are among the efforts falling under this NKRA. 1Malaysia Clinics were conceived in the spirit of "People First, Performance Now" to provide immediate and affordable healthcare to all Malaysians living in housing areas in need of basic services. Meanwhile 1Malaysia Shop is designed to help bring down the prices of goods and ease the burden of the common citizen. The Government is also currently pursuing further targets and implementation of initiatives under this NKRA.

3. Setting The Stage for a New Way of Doing Things

The implementation of the GTP involves an active engagement process for identifying the issues that matter to the citizenry. These are then translated into key result areas with specific key performance indicators to ensure that the desired targets are achieved. The push to achieve these targets calls for a break from the norm. In fact, the GTP has set the stage for a new way of doing things in the public sector. Since 2009, the pace of change has visibly accelerated. The articulation of the NKRAs and the resultant KPIs for each of the NKRAs has triggered a need for innovative means to overcome barriers

and seek solutions to critical issues.

The NKRA for Reducing Crime under the Ministry of Home Affairs is an excellent example of a public sector response that achieved stated targets for crime reduction. Having set the parameters for the reduction of crime, the actual achievements of this NKRA for 2010 have surpassed expectations. These are certainly results that Malaysia can be proud of, and the achievements for 2011 are equally impressive. The Reported Crime Index has fallen 9.6% over the first half of 2011, in comparison to a target of 5%. Reported street crime has also been reduced by 41.6%, as opposed to the set target of 40%.

Strategic collaboration is the key: Malaysian Armed Forces (MAF) and Royal Malaysia Police Force (RMP)

- Strategic collaboration between the Royal Malaysia Police Force (RMP) and the Malaysian Armed Forces (MAF) has been achieved through the co-operation of two (2) ministries, namely the Minister of Home Affairs and Ministry of Defence. This collaboration was enhanced through National Blue Ocean Strategy initiatives. As two traditionally separate entities, the RMP and MAF have cooperated in achieving the national target of reducing crime. This creative innovation is unique in terms of its outside-the-box approach utilising original ideas that challenge the status quo. Collaboration between the RMP and the MAF can be seen in several strategic areas:

- In the area of training, Army training camps were utilised to fast-track the training of Police Force personnel. This is a first for both organisations and something that was never undertaken before. In the initial phase, 1,492 newly-recruited police constables attended basic training at two military camps. In 2011, for the first time, there was a joint passing-out parade involving both RMP and MAF trainees.

- In the case of patrolling the borders, the task of managing the country's borders traditionally undertaken by the General Operations Force (GOF) under the RMP was handed over to the MAF so that the GOF could concentrate on combating crime. The MAF in turn replaced GOF officers at 89 border posts.

- Joint patrols by the RMP and MAF have helped to reduce the crime rate in urban areas. This has involved foot patrols, motorcycle patrols, car patrols, road blocks and snap checks. There has been a positive response from the public in that they report feeling safer with the presence of the military and police combined.
- Retiring MAF personnel were identified as potential candidates for recruitment by the RMP. On average, about 4,000 personnel retire or opt out of military service. Given their knowledge and military operational skills, as well as technical experience, these personnel can be easily re-trained as policemen and thus enhance the capacity of the RMP.
- The strategic collaboration between the RMP and MAF was also enhanced in the area of intelligence sharing, which has complemented the operations of both outfits.
- The collaboration between the two meant that personnel could be redeployed to focus on 50 high-crime areas to specifically combat urban or street crime.

The thrust of this paper is therefore that the building of new strategic and collaborative networks can assist the Government to more effectively fulfil its many social and economic functions. The benefits of the strategic RMP-MAF collaboration clearly indicate the potential for greater collaboration in a number of other areas, such as between local authorities for urban services, land administration, emergency services, health services, environmental protection, R&D collaboration and many others.

4. ERRC Grid Framework

Having agreed that collaboration is the innovative pathway for achieving the objectives of the transformation agenda, what is needed is a clear framework for strengthening collaboration between public sector agencies. Blue Ocean Strategy (BOS) using the Eliminate, Raise, Reduce and Create, or ERRC, grid can be an effective basis for strengthening collaboration. BOS enables outside-the-box thinking by applying creative and innovative methods to systematically pursue unorthodox solutions. Agencies in the public sector can apply ERRC to determine what can be eliminated, what can be raised,

what can be reduced and finally what can be newly created. In the context of the strategic collaboration of RMP-MAF, the ERRC are divided into four quadrants:

Table 5. **ERRC Grid Framework**

Eliminate	**Reduce**
Individualistic or Silo Approach Duplication of functions Inwards thinking	Bureaucracy Fear of the Unknown Maintenance Culture
Raise	**Create**
Data Sharing Cost Sharing Capacity Building	Value Opportunities Culture of Unity

For the 'Eliminate' grid, in the context of strategic collaboration, what needed is to examine factors that are traditionally taken for granted but serve as barriers to collaboration. There are at least four factors that should be addressed in relation to collaboration. Firstly, is the need to eliminate the conventional 'Individualistic or Silo Approach' in managing and delivering responsibilities and functions. The scenario of the RMP and MAF is a good example in which two distinct entities share a common goal of contributing to national security, yet have traditionally operated exclusively within their own domains.

A second factor under 'Eliminate' is that of duplication of functions. Clearly, there are situations where duplication and overlap in the functions and programmes of agencies exist within the public sector. The earlier example of poverty eradication comes to mind here, in which different agencies support programmes to address a similar target of poor households. Duplication of these efforts without any form of collaboration between the agencies is actually counterproductive to the Government's agenda of helping the poor escape from the clutches of poverty.

A third factor relates to Inward Thinking, which inhibits opportunities to collaborate. It prevents sharing of views from different perspectives. The

idea of sharing training camps by the MAF and RMP, though simple enough, could not have been achieved if both entities were inward thinking.

Under the 'Reduce' grid, the factors that create barriers to collaboration are bureaucracy, the fear of the unknown and maintenance culture. Red tape and bureaucracy obviously confound collaboration. In the absence of a collaborative framework, work is conducted according to rules set by the respective agencies. In this scenario, if bureaucracy is not reduced and each agency expects adherence to its own procedures and rules, the opportunity to leverage commonalities will be negated.

At the same time, agencies may be unwilling to collaborate due to a fear of the unknown. They dread losing positional advantage or being dictated to by their collaborators. These fears are grounded in conventional patterns of work where budgetary issues, jurisdiction, authority and personnel considerations shut the window of opportunity for strategic collaboration. The RMP-MAF experience in combating crime reflects this scenario. It required personal intervention and frequent private communications between the top officials on both sides to overcome the fears of personnel further down the line that by collaborating they would become subservient to the other or that their powers would be diluted.

The third factor under this grid is that of maintenance culture. If organisations remain complacent and satisfied with their existing operations, their tendency is to maintain current levels of service and performance. In sharing their expertise, both the RMP and MAF are able to benchmark the other and evolve out of their maintenance-culture mode.

The third grid, which is 'Raise', looks at those factors that need to be elevated well above the current standards or practices. Among the factors that can be identified in the context of collaboration is seeking ways to enhance data sharing, cost sharing and capacity building initiatives. Once again, these factors are evident in the collaborative experience of the RMP and MAF. For example, the implementation of joint crime reduction patrols has enabled the sharing of resources, reduction of redundancies and minimization of individual expenditures. A further area where security-related agencies such as the RMP and the MAF can enhance cost sharing is in procurement and maintenance of common equipment. A common equipment inventory

and maintenance regime can increase inter-operability between two or more security agencies while contributing to reduced operating expenditures. By sharing expertise and capacity in these areas, there is a natural tendency to stress value for money and being able to do more with less. Obviously, in order to do this, agencies will need to scrutinise, review and amend existing procedures within each of the security agencies in order to fully realise these benefits.

Finally the fourth grid of 'Create' would enable an agency to identify new elements that they have not previously offered but can now be appended as a value addition to their customers. In the case of the RMP-MAF, the collaborative experiment has led to greater value creation for citizens and the nation. Expanding from the new approach of managing the country's borders through redeployment of RMP and MAF personnel, there is currently an improved opportunity for the co-ordination of disaster management, fusion of intelligence capabilities and harnessing of resources for overall defence. The speed and discipline of execution afforded by strategic collaboration is only possible through combined strength, not via individual capacity and capabilities. It is timely that Government agencies embrace a new culture of unity where they look beyond organisational objectives and instead work towards a strategic national agenda.

As a spin-off and value creation to the collaborative effort, the MAF has also been able to contribute its expertise in housing development and infrastructure projects, such as the supply of clean water to rural areas. Such collaboration creates real opportunities to assist the Government in the implementation of its overall socio-economic agenda, while focusing on its core business of security and national sovereignty.

Critical Success Factors

Utilising the ERRC grid as a means towards achieving effective collaboration, the lessons for the public sector are how best to facilitate this shift towards a strategically collaborative operational environment. There are at minimum three critical success factors that must be recognised in order to effectively navigate this move. The first is the need to deal with the accompanying scepticism that surrounds any collaboration effort. The

RMP-MAF experience has shown how they have dealt with such scepticism decisively. It is no secret that it will require the active involvement and intervention of top leadership to overcome the fears of all parties involved and to motivate the naysayers. Leadership has to shift everyone from 'can't do' into 'can do' mode.

The second critical factor for collaboration rests on the ability to manage any turf war that may arise through collaboration. It is naive to say that organisations will willingly give up their responsibilities in the name of collaboration. This will require education and awareness on a continual basis. Leadership of public sector agencies must take its cue from stakeholders that collaboration is indeed the way to go. They must recognise that the strategic and long-term benefits of collaboration far outweigh any narrow and short-term gains acquired through silo management. This must begin first with a seamless approach within individual organisations. This will set the correct path and mind-set for collaboration beyond conventional boundaries. This should be viewed as a natural evolution towards a new state of managing and delivering services in the interest of citizens and the nation.

Finally, it is important to stay cognisant of the prevailing legal and procedural frameworks that can be impediments to collaboration. Hence, necessary actions must be taken to review the current laws and regulations that prevent public sector agencies from effectively collaborating. One immediate measure would be to formulate the necessary policy guidelines to make agencies aware of their role in collaboration, the scope of collaboration and action plans for collaboration based on the ERRC grid framework.

5. Way Forward: The Collaboration Continuum

Malaysia has already embarked on its journey of collaboration to transform the operations of the Government's administrative machinery. This collaborative road can be viewed as a continuum with co-operation as its first milestone. We have long passed co-operation and are well on the way toward the second milestone of co-ordination. Our success through the co-operation and co-ordination milestones has enabled Malaysia to arrive at this juncture of our development. To make our mark in the competitive global

environment, we need to make significant progress towards the collaboration milestone. This will require the best of our efforts toward fully making that shift before we can consider the ultimate target of integration in this four-point continuum.

While we enhance systems, strategies and standards for continuous improvement, there remains an overarching need to strengthen strategic collaboration across the Government for the sake of national competitiveness and the achievement of Malaysia's ultimate aim of being a fully developed country by the year 2020. In this regard, Malaysia would like to share this paper with other regional experts in the subject to further enhance our knowledge and our sharing of ideas, skills, and experiences to retain talent and to promote innovative policies towards providing better service delivery.

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Lao PDR

Fostering Innovation in Public Service Delivery: District Development Funds in Lao PDR

Phonethida Saysida

1. Introduction

This paper shares the recent experiences of the Lao PDR in fostering innovation in public service delivery. It is structured so as to provide a brief background of the administrative systems of the nation, with a focus on local administration and related policies, then proceeding to describe the innovative use of District Development Funds to improve public service delivery. The paper concludes with a perspective on future directions to mainstream the innovation into the national systems.

Administrative Systems in Lao PDR

The Lao People's Democratic Republic (Lao PDR) is a socialist state located in South East Asia. Its current Constitution, adopted in 1991, along with the subsequent amendments (GoL, 2003), conceive of the Lao PDR political system as composed of the National Assembly, the President of the Republic, the Government headed by the Prime Minister, the Local Administrations and the judiciary. The country is administratively divided into 16 provinces and one equivalent organisation (Vientiane Prefecture), which are further divided into 141 districts. Provincial governors, who are representatives of the central government, are appointed to their position by the President of State, upon recommendation by the Prime Minister. Governors commonly hold party positions, and are often elected as the secretary of the provincial party organisation by local party members.

Until 1991, the state administration was composed of five tiers: the central government, provinces, districts, tasengs (sub-districts), and villages (Keuleers, 2001). However, the 1991 Constitution significantly reconfigured

the structure of local administration. The Provincial People's Councils were dissolved, as were the local administrative committees. The tasengs, intermediate units between district and village authorities, were abolished, thereby reducing the number of administrative levels in the country from five to four and leading to increased and more direct responsibilities of districts over a larger number of villages, without necessarily providing additional resources or improving capacities. District Chiefs are appointed by the Prime Minister on the recommendation of the provincial Governor to administer the area, implement development plans and coordinate the activities of the field offices of the line ministries within their district. Provincial governors and district chiefs are civil servants appointed by the state, whereas village chiefs are elected representatives.

Local administration plays a vital role in the management and delivery of Millennium Development Goal (MDG) services and economic development activities. While the ministries provide policy direction and manage large projects, provinces manage the implementation of the majority of investments. The role of the district has primarily been supporting the implementation of projects and delivering basic services, all under the technical supervision of provincial departments. Hence, provincial departments have emerged as the major platform for managing the sub-national activities of the administration.

Given the inadequate revenue accruing to the government, the government promulgated a new National Budget Law in 2007, which was followed by subsequent decrees on local administration. The Act addresses weaknesses in the inter-governmental fiscal framework. Key reforms include centralising the Finance, Customs and Tax Departments, developing a new fiscal transfer system, establishing greater control of public finance resources, and aligning policies with the budget.

The 7th National Social Economic and Development Plan (NSEDP) 2011-1015, emphasizes the importance of equitable growth. It stresses the need at both the national and sub-national levels for the public administration system to be accountable, effective, transparent and responsive and promulgated by a professional, competent and people-centred public administration. This has been reinforced by the Breakthrough Strategy proposed by the 9th Party Congress, 2011, which calls for improving administrative systems. The most

important recent development has been the clarification of Prime Minister's Decree No. 01 of 2000, which requires the provinces to assume a greater strategic management role and the district to become a full sub-national unit of government with budgeting and planning responsibilities.

2. District Development Funds

Although Lao PDR is ranked 122nd out of 182 countries on the Human Development Index, it is has made significant progress over the years in improving human development, including a reduction in the proportion of people below the poverty line to 26% by 2007-08. However, these overall achievements mask important disparities and inequalities, as well as risks of environmental degradation, which are the impact of limited government resources for investment at the local level, particularly in the districts. Half of the rural poor live in seven chronically poor provinces. Infant and maternal mortality is high, and only 8% of Lao villages have their own health centre and doctor. Low capacity, lack of preparedness and limited resources make Lao PDR vulnerable to natural disasters as well, exacerbated by the mounting effects of global climate change.

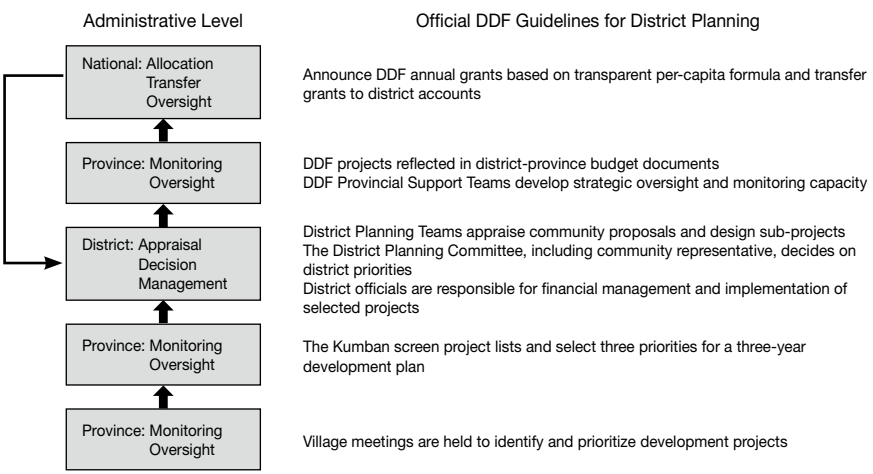
The 7th NSEDP aims to address previous challenges by aligning MDG goals and targets with the government's own medium-term plans. A further objective is to achieve a reduction in poverty to 19% by 2015 and graduation from LDC status by 2020. The plan sets specific targets for reducing malnutrition, reducing infant and maternal mortality rates, increasing primary school enrolments, improving access to clean water and more. This calls for increased investment in infrastructure as well as operational expenditures to facilitate the more effective and efficient delivery of services. The 7th NSEDP envisages investments of about 5.220 trillion USD during the period in order to achieve the Millennium Development Goals. It is evident that much of the work that needs to be carried out to achieve these ambitious targets will closely involve district administration.

Given global experiences, the Government of the Lao PDR launched a pilot project in 2005 to examine the effectiveness of a district-based investment project for improving service delivery. It is from this perspective that the Government piloted what is popularly known as the District

Development Fund (DDF) model in Saravan Province, in the southern part of the country. This pilot was led by the Office of the Governor of Saravan Province through the Governance and Public Administration Reform (GPAR) Saravan project. During the first stage of DDF implementation, it came to be recognised as a reliable and innovative model for delivering local public services. Hence, the national Governance and Public Administration Reform for Supporting Better Service Delivery project (GPAR SBSD), with the support of the Government's development partners (UNDP, UNCDF, SDC, and Luxembourg), expanded the implementation of the DDF across five provinces spanning 35 districts, 25% of the districts in the Lao PDR.

The DDF operates on the basis of the simple model presented below. It is completely mainstreamed into the systems of the government and provides for the transfer of resources to districts, the amount of which is determined by a formula that takes into account the amount and degree of poverty within the district. District administrations conduct multi-stage participatory assessments to identify investments, usually of small size, that meet the immediate priorities of the population and have not been addressed by larger investment plans. Capacity-building support is provided to district staff to take up planning, procurement and financial management of these activities, which hitherto had been managed by provincial staff. These activities are monitored by the provincial administration.

Figure 5. **Official DDF Guidelines for District Planning**


Administrative Level
Official DDF Guidelines for District Planning
National: Allocation Transfer Oversight
Announce DDF annual grants based on transparent per-capita formula and transfer grants to district accounts
Province: Monitoring Oversight
DDF projects reflected in district-province budget documents
DDF Provincial Support Teams develop strategic oversight and monitoring capacity
District: Appraisal Decision Management
District Planning Teams appraise community proposals and design sub-projects
The District Planning Committee, including community representative, decides on district priorities
District officials are responsible for financial management and implementation of selected projects
Province: Monitoring Oversight
The Kumban screen project lists and select three priorities for a three-year development plan
Province: Monitoring Oversight
Village meetings are held to identify and prioritize development projects

The total DDF investment since 2006 amounts to 34 billion Kip, or about four million USD. Annual budgets have been implemented in a timely manner within each fiscal year. Since the DDF made use of existing government staff and systems without a need for a parallel implementation structure, it developed the sustainable capacity of sub-national administrations while significantly reducing overhead costs. DDF investments have financed 286 local projects that have had a significant impact on improving access to education, health, agriculture and public works by communities in remote rural locations.

One of the most important and visible results of DDF investments is the value addition arising from such investment, as compared with more conventional funding of infrastructure and services. This is clearly demonstrated in the case of a road project in Kham District, where an eight kilometre DDF rural road has been constructed at a cost of 165 Mk, or 20.6 MK per km, which compares favourably with a similar rural road of identical quality in the same district built at a cost of 39.6 MK per km, demonstrating that the DDF road was built at nearly half the cost of a conventional public works road of similar quality in the same district.

3. Lessons Learned

Improving Technical Capacities of District Administration: As a result of the focused capacity-development initiatives for local-level planning and implementation, district administrations have been equipped with sufficient skills and competencies to prepare three-year plans and annual investment plans in a participatory manner and prepare basic costing and technical feasibility reports. They are now also able to determine appropriate procurement methods for different types of works and spending limits, as well as prepare detailed scheme designs and estimates, bid documentation and tender evaluation in a systematic and transparent manner.

Expanding the capacity and role of District Administration in financing district development: One notable result emerging from the DDF is the increased solidarity between the District Administrations and the community. District chiefs report that they have witnessed a new relationship

of trust and confidence between the local government and citizens and that citizens' perception of district authority has evolved in DDF areas. People now have increased confidence in the authorities' abilities to address their problems, while district chiefs can respond directly and quickly to meeting local needs. District chiefs report that DDF helps to maximize value and ensure no leakages from these funds.

Providing facilities to the local Administration to better deliver service to residents in remote areas: An additional important lesson is the importance of grants for recurrent expenditures. Operational block grants have been highly appreciated by provincial and district line department staff who suffer from insufficient resources to provide adequate service coverage to a large number of remote communities. A recent study by UNICEF shows that service outreach to the most-excluded areas is 60% more cost effective in terms of generating positive human development outcomes than is focusing efforts on less remote and/or deficient areas.

Barriers: Along with the many significant achievements of the DDF, there also exist challenges that need to be surmounted in further stages of operation. As this mechanism has been used more as a pilot and has yet to be integrated as a fiscal policy tool, the government has not earmarked significant financial resources to operate DDF across the country. By implication, the operations of DDF have been funded by international development partners. As a result, the availability of resources has been limited and they must be utilised in a manner that is in line with the practices of the donors, even if it those practices are not fully compatible with national systems.

The other key challenge is the limited availability of qualified staff. Within the DDF funding framework, there is only a small amount of resources provided for training and developing the capacity of the local administration staff. While these limited resources have helped many staff at the provincial and district level to improve their capacity to implement activities, it is still insufficient compared to the requirements of local implementation units. The official staff rotation policy brings new staff into these positions, which leads to a requirement of several rounds of training. This calls for increased the administrative budget for organising such training, as well as for closely supporting follow-up field trips for providing guidance.

4. Way forward

"Districts must have strong factors in terms of economy, finance, personnel, leadership and supervision. Therefore, districts must be developed to become strong local administrative authorities in all aspects."

Directions from the IX Party Congress (July 2011)

It is in this context that the National GPAR Programme of the Government of the Lao PDR has been formulated for the period 2011-15. This new National Programme is designed to assist the recently established Ministry of Home Affairs (MoHA) in addressing a comprehensive package of reforms of public administration ranging from: strengthening the institutional and legal environment of public administration and local administration, organisational improvement in government, strengthening MDG focused service delivery at district level, building capacity for human resource development and training in the civil service and strengthening civil society engagement in governance. Together, these reforms represent a comprehensive strategy to address the capacity constraints placed on public administration and, at the same time, reflect the primary work priorities of MOHA. The new national programme envisages a focused project to strengthen the capacity and service delivery of local administrations, as well as expanding the DDF to 70 districts.

This specific project is highly significant in terms of its position in the overall programme, since it will assist in developing the capacity of local public administration at the provincial and district levels to deliver MDG-related services in a more efficient, effective and accountable manner. As part of the wider capacity-development strategy for local administration, it will also help to strengthen local administration in planning, budgeting and implementing discretionary funds, both capital and recurrent, at the district level designed to meet MDG targets by addressing key gaps and deficiencies in service delivery. The project will further support improving access to citizens' services, thereby increasing responsiveness and transparency of local administration. Together, these outputs will help to strengthen both the demand and supply elements of public service delivery.

In conclusion, DDF is among the significant initiatives that have resulted

in excellent results from decentralisation and allocating block grants directly to the district level. It has also been accompanied by critical improvements in the staff capacity and institutional effectiveness of local administration. In the case of the Lao PDR, this innovation offers a platform for the ambitious targets set by the 7th NSEDP to achieve the MDGs and enable Lao PDR to graduate from LDC status by 2020.

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Sri Lanka

Fostering Innovation in Public Service Delivery

Pathmajina Siriwardana

1. Introduction

Background

Sri Lanka embraces a vision of building the well-being of the nation. To make this vision a reality, the public sector should be reformed, as is clearly expressed in the Mahinda Chinthana Policy statement for the localisation of the Millennium Development Goals developed by the Government.

1.1.1. National Strategies for Innovative Public Service

Establishment of Reform Ministry

To improve public sector productivity, the Government has established a special ministry entitled the Ministry of Administrative Reforms. The main objective of this ministry is to enact reforms across all public sector organisations and increase the efficiency of each and every organisation.

Accordingly, this Ministry must foster innovation in the public sector by eliminating formalities and extended procedures. The Ministry of Administrative Reforms is thus in the process of reviewing the existing functions of all the ministries and institutions under their purview. As a pilot project, ten ministries have been selected and are undertaking reviews of their functions.

The process of government reengineering will be a further objective of this ministry. Following the completion of the function review, processes will be reengineered.

The application of Information Technology to the simplification and acceleration of these processes is an additional strategy used by this ministry.

Furthermore, the National Administrative Reforms Council has been established under this ministry. They are tasked with undertaking research into suitable reforms that can be fostered within Sri Lankan public sector organisations.

Establishment of Productivity Improvement Ministry:

To enhance the productivity of not only the public sector, but of the private sector as well, the Ministry of Productivity Improvement has been established by the government.

The main objective of this Ministry is to facilitate the productivity improvement efforts of other ministries and organisations. Organisational competitiveness is fostered in this regard. Introducing new scientific techniques and tools for improved performance is a main function of this ministry.

Massive programmes have been launched by this ministry, focused on minimising corruption and supporting efficiency and effectiveness. Awareness programmes related to these factors are also being launched, as well as large scale programmes for changing negative attitudes among public sector officials.

National-Level Competitions among various categories of organisations are being conducted by this ministry in order to create competitiveness.

e.g.

- Divisional Secretariats Category
- Ministerial Category
- School Category

Establishment of Information Communications Technology Agency

To create efficient public service, the use of Information Communications Technology is essential. Therefore, the Government has established the

Information Communication Technology Agency to expedite the processes of government organisations. This agency performs government-process reengineering through public-private partnership.

Accordingly, the process of the Combined Services Department, which falls under my purview, has already been reengineered with the assistance of the Information Communication Technology Agency. All the data in the personal files of the officers belonging to the combined services who are part of the Public Service Management Assistance service and others have been digitalised.

This data is currently being used to assign more effective annual transfers, helping to make the annual transfers more transparent. This data will be used for additional Human Resource Management purposes as well.

In view of this situation, the Information Communication Technology Agency assist all organisations facilitate their reforms through the application of ICT.

2. Review of Current Systems and Procedures

Existing Rules and Regulations (Existing Establishment Code and the Finance Regulation)

Public service mainly follows the Establishment Code and the Financial Regulations which are derived from the national constitution. However, both of these regulations have not been upgraded over the last two decades to suit current conditions. The rules and regulations are out of date, and therefore insufficient for providing sound guidelines to meet the demands of modern society. Since these two regulations are fundamental, public employees may not violate them. Even though they may not be suitable for either the present or the future, they are still valid.

Since many current issues are not addressed by the above two regulations, compulsory delays are generated while analyzing the matters. The situation becomes worse when all such matters require analysis while the number of issues continues to increase. This leads to a reduction in the efficiency of public services.

Promotion Procedures:

Promotions in the Public Service Are Not Based on Performance or Special Achievements.

Example 1: Officers belonging to the Public Management Assistants' Service, who facilitate public management, are promoted to their next levels on the basis of the following:

a. Passing the Efficiency Bar Examination.

b. Passing the second language examination (Sinhala or Tamil)

c. Passing the IT examination

d. Completing a specific number of years

In this situation, Public Management Assistants are compelled only to complete a certain number of years and pass the above-mentioned examinations. The factor of whether or not the officers are truly committed is not taken into consideration in these promotion procedures.

Example 2: Promotion to new levels of Grade 11, Grade1 and Special Grade in the Sri Lanka Administrative Service is granted without consideration of the competencies and skills required at the next level. The competencies required for positions in Grade 11, Grade 1 and Special Grade have yet to be identified.

Only participation in compulsory training programmes is taken into consideration. The previous five years performance is checked through the Performance Appraisal Form. However, this performance is not effectively appraised by either the appraiser or the moderator. The implementation of the Performance Appraisal System is biased. Fundamentally, it depends on the relationship between the Appraisee and the Appraiser.

Accordingly, almost all officers are appraised by their respective appraisers and thereafter by the moderatos as good, above average or excellent. In view of this situation, every officer is promoted if he has attended the respective training programmes.

Despite all officers being appraised as good, above average or excellent,

the citizens are unsatisfied with public sector service delivery. Hence, complaints regarding weak service delivery have been on the increase.

This indicates that officers promoted to respective levels are either incapable of performing in the new position or unwilling to commit to better results due to negative attitudes.

Annual Salary Increment Disconnected from Performance

Although there exists a Performance Appraisal System which is being implemented within the Public Service, actual performance is not truly measured by this system. Several open-ended questions are included in the existing Performance Appraisal Format querying whether the appraisee is skilled at office management, attendance, public relations, and other factors. However, there is no consideration of innovative ideas or suggestions proposed by the appraisee or the creation of innovative value within the previous year.

Under such circumstances, employees are not incentivized to create innovations, since they do not obtain any extraordinary benefits through such innovation.

3. Solutions Identified

Amendment of the Establishment Code

To provide quality public service, new circulars have been issued as amendments to the Establishment Code. Accordingly, the number of Circulations to be issued every year depends on the issues submitted to the Ministry of Public Administration and Home Affairs, either directly or through other ministries. However, this solution does not appear to be a concrete solution and attention has been directed toward a new Establishment Code.

Accordingly, it was decided to amend the Establishment Code and a committee was appointed, comprised of senior officials and experienced retired officers as well. The amendment of the Establishment Code has nearly been completed and the new version is in the process of publication.

Introducing an Effective Performance Appraisal System

We are in the process of developing an effective Performance Appraisal System for the entire Public Service. Successful performance appraisal systems already implemented in the private sector are being considered in terms of their applicability to public sector organisations.

New ideas are being drawn from think tanks and experienced senior officers for developing a new Performance Appraisal System. Furthermore, there is hope of linking annual salary increments to the Performance Appraisal System so that all officers are required to perform well and achieve expected annual targets in order to obtain their salary increment. This will help to motivate higher performers as well. Poor performers will be required to work hard to obtain a salary increment. Hence, the entire public service will become more efficient through the implementation of the new performance appraisal system.

4. Challenges to Fostering Innovation

a. Negative Attitudes

Negative employee attitudes, especially top-level officers who are familiar with long processes and centralized power, create a lack of support for any innovative efforts promulgated by others. However, innovations or reforms cannot be implemented without their assistance since they are the managers of their respective areas.

b. Lack of Competence and Knowledge

Officers at higher levels are often not competent to hold the positions they are assigned. Therefore, they may be unaware of improvements to be made in order to expedite service delivery and meet the expectations of the citizens. This is a considerable challenge to be overcome in fostering innovations to the public service.

c. Leadership Qualities of Top Levels

The variation in leadership qualities makes different leaders reluctant to undertake innovations. Some of them follow a top-to-bottom decision making

style. Accordingly, they are disinclined to support team efforts. Since the ideas of a team are not taken into consideration for value addition or value creation, they do not utilise human resources in an effective manner.

d. Lack of Motivation

Within the public service there is low motivation and creative officers are accordingly de-motivated. Both high performers and weak performers receive salary increments. No other motivation factor is implemented in the public sector.

e. Promotion in the Public Service

Promotions are being granted on the basis of completed period of service. Innovations and suggestions are not considered in the promotion process. There are no provisions in the respective service minutes for the motivation of promotion to higher levels on the basis of innovations introduced or implemented.

f. Trade Union Behavior

Trade union leaders are invariably opposed to committing to more work on the part of the members of their unions. On behalf of their members, they monitor any management request for additional or creative work and demand additional compensation for the same.

Since the officers are well aware that their unions will support them under any circumstances, they are not tempted to consider innovations and prefer to continue existing formalities and long procedures.

5. Good Practices

Reforms to the Process of Pension Payments by the Department of Pensions

The following steps have been taken for pension reform and, accordingly, pension salaries are now paid on the date due with no delay.

- All manual files were scanned
- Data in all files was digitalised

Accordingly, once a National Identity Card number has been submitted, all the details of the pensioner can be viewed in the database and this is published on the Website of the Department of Pensions.

The Department of Pensions has developed a network with District Secretariats and Divisional Secretariats for the collecting and updating of the data of pensioners. Accordingly, pensioners scattered across the island no longer need to visit the Department of Pensions in Colombo. They can perform any needed access and updating through the respective Divisional Secretariat of their division.

Tabel 6. **Action Plan for an Innovative Promotion System**

Activity	1st Month	2nd Month	3rd Month	4th Month	5th Month	6th Month	7th Month	8th Month	9th Forward
Identify the Grade 11 and Grade 1 Officers in the SLAS									
Analyze their fields of work									
Design HR profiles for SLAS Grade 11 and Grade 1 Officers									
Analyze special achievements, such as productivity winners and Management Competition winners									
Develop criteria for promotion that consider special achievements									
Implement fast track system									

Pakistan

Fostering Innovation in Public Service Delivery

Sheikh Muhammad Asif

Pakistan gained independence on August 1947 and assumed sovereignty. Including the Federal Administered Tribal Areas and Federal Administered Northern Areas, its 796,095 square kilometers were home to a population of nearly 172.8 million individuals as of 2008.

With regard to innovation in public service delivery, the National Database and Registration Authority (NADRA), established in 2000, has gained international recognition for its success in providing solutions for identification, e-governance and secure documents that deliver the multi-pronged goals of mitigating identity theft, safe-guarding the interests of clients, and facilitating public participation. In-depth research and development efforts have enabled NADRA to become a trailblazer in the areas of software integration, data warehousing, network infrastructure development and project management. NADRA has created state-of-the-art centralised data warehouse, network infrastructure and interactive data acquisition systems in order to issue secure Computerized National Identity Cards (CNIC). NADRA has been placed among the Top 50 e-Passport Technology Suppliers for five consecutive years (2005, 2006, 2007, 2008 and 2009) by ID World Magazine, published by Wise Media, Italy. NADRA is among only three organisations on the list selected from all Asia and Africa. NADRA was honored with the "Outstanding Achievement Award" at CARDEX Middle East in Cairo, Egypt in May, 2007.

e-Government is among the priority areas of the national IT Policy and Action Plan for Pakistan. In an endeavor to provide better service delivery to users of motor vehicles and concerned stakeholders, the Government of the

Punjab Province spearheaded a cutting edge IT-based innovation project titled the "Motor Transport Management Information System". This case study will focus on the successful implementation of this project for integrated computerisation of motor vehicle registrations, motor vehicle examination, issuance of route permits and fitness certificates, issuance of driving licenses, enforcement of traffic rules and regulations, and the automation of motor vehicle and criminal records. The automation of vehicle records and related field operations has served to reduce hassles, increase transparency and enable rapid communication from central databases. The projects not only augmented e-government efforts, but also built back-office efficiencies and facilitated improved public service delivery to the citizens, and thus established a service-oriented culture in the public sector.

Earlier systems were based on manual record keeping, which was vulnerable to tampering, destruction and theft of ownership and title-related backup documents. Lack of coordination among the district Motor Registration authorities and other stakeholders was a serious concern. There were grave challenges in terms of transparency and management which warranted interventions.

The project was intended to provide an integrated system of support to all concerned in order to improve the traffic and transport system in the Punjab. At present, there are approximately 900,000 commercial and private vehicles registered in Lahore and the number is increasing rapidly. The current automated registration process was developed and implemented approximately eight years ago. Out of these 900,000 registered vehicles, about 125,000 are commercial and have been issued route permits. Issuance of route permits and motor vehicle examination record management is presently being performed manually. Driving licenses are issued by the Police Department and roughly 18,000 driver's licenses are issued every year in Lahore alone. The new software and systems architecture has improved existing practices for retrieving a broad spectrum of information and helped with data mining in the decision-support system.

For instance, the Transport Department is now able to query the database to determine whether or not a commercial vehicle has obtained a route permit. The list of commercially registered vehicles can also be automatically

shared on a continual basis between the Excise and Taxation Department and the Transport Department. Buyers of vehicles can feel secure as to the genuineness of ownership title to a vehicle while transacting, as well as about any pending tax liability. Information on vehicles is available to the general public through a website where anyone can enter a vehicle number to find required information, reducing hassles. A central database has been developed, which contains all the particulars of vehicles and their owners. This is similarly linked with NADRA's database, which is updated upon each transaction. Automation has reduced paperwork.

Innovation has proved helpful on the following grounds:

- Reducing hassles, increasing transparency and enabling rapid communication with and from a central database
- Regulating the proper registration of on-road motor vehicles
- Augmenting e-Government efforts through creating an integrated province-wide central repository
- Building back-office efficiencies, facilitating better public service delivery to the public and supporting a service-oriented culture in the public sector
- Enhancing revenue
- Serving as a hub for other agencies and users

The following are the stakeholders in this innovation:

- Excise & Taxation Department
- Transport Department
- Driving Licensing Authority
- Environment Protection Department
- Criminal Record Office
- Public at large

Under this project, the Central Facility of the Motor Transport

Management Information System (CFMTMIS) has been set up to serve as a central hub for information and provide state-of-the-art facilities for embossing and hot-stamping retro-reflective registration plates. The CFMTMIS have been linked with all district excise offices in the Punjab through VPN connectivity. Moreover, the Excise & Taxation Department, Transport Department, Driving Licensing Authority, Environment Protection Department and Criminal Record Offices of the Lahore district have been connected through wireless networks.

The vision behind the creation of the CFMTMIS is to provide central management of province-wide data collected from each stakeholder department and allow central printing of Retro-reflective Registration Plates. The registration of vehicles is being managed at the district level. Providing specialised training and hardware to each district would have been an enormous task at a much higher cost compared to providing these facilities from a central location serving the scattered districts of Punjab Province. The CFMTMIS is serving as a central facility which has not only reduced the cost of the project, but improves the manageability of data with fewer human resources.

MTMIS SERVICES

- Automated Registration Process covers 2.3 million vehicles against the target of seven million by 2013
- Centralized facility for the production of number plates
- Web-based tax calculator for new registration and post-registration transactions
- Online connectivity with customs authorities for the verification of imported vehicles
- Tangible enhancement of annual revenue and collection of other taxes
- Windows-based software has been deployed in 33 districts of the Punjab with real-time provision of insertion, deletion and update
- User authentication and authorisation

- Real-time tracking of the status of requests received from the diverse districts of the Punjab regarding the printing of vehicle registration documents and customisation of retro-reflective registration plates. Status also includes the delivery status of a finished product with the date and time of departure as well as expected time of delivery, etc.
- Generation of reports as per requirements
- Determination of whether or not the fitness certificate or route permit of any particular vehicle is valid
- Best e-Government application of Pakistan for 2007

Security Policy

The software developed for this project is highly secure and meets the lofty quality standards applied for acceptance testing. The latest software security techniques were used to ensure that the data and the software itself remain safe. Authorisation levels are carefully determined and robust access control systems have been emplaced. The software used on the Intranet is equipped with the latest technological solutions. Use of antivirus tools, firewalls and Intrusion Detection Software (IDS) to restrict unauthorised access to the data has been provided.

Sustainability

A training institute has been established to impart regular training to officers and staff on technical and tax policy issues and optimise performance, keeping in view the continuing degeneration in skill levels and technical know-how of the personnel of the department.

4. Implementing Innovative Policies for Green and Sustainable Growth

Mongolia •
Timor-Leste •
Vietnam •

Mongolia

Implementing Innovative Policies for Green and Sustainable Growth

Zolzaya Dorjtsoo

1. Introduction

Sustainable Development Strategy of Mongolia

The National Sustainable Development Strategy was adopted by Government Resolution No.82 in 1998 to fulfill Mongolia's obligations under the United Nations Conference on Sustainability and Development. It was envisioned as a core for government policies and programs and identified the following as the basis for the sustainable development of the country in the 21st century:

- A democratic political system that respects and values human rights and freedom
- A policy to ensure equity and justice
- A legal and institutional framework for environmental protection and promotion of economic development within the carrying capacity of natural ecosystems
- A more environmentally sustainable economic system, based on knowledge and national capacities and taking into account international cooperation and partnerships
- A sound educational, cultural and scientific framework to promote knowledge-based development and a national will to achieve sustainable development objectives

The National Sustainable Development Strategy sets out 45 objectives in

three main areas.

- Human development and quality of life: 17 objectives
- Environmental sustainability: 13 objectives
- Economic development: 15 objectives

It also defined a set of measures (14 objectives) as a means for implementation of the national sustainable development strategy, including:

- Create the financial basis required for the implementation of sustainable development programs by using funds from the State budget and business returns, as well as special funds
- Make efforts to obtain international and donor aid for achieving sustainable development objectives of national strategic, regional, and international importance
- Support and ensure the participation of non- governmental organisations and civil society in the implementation of the national sustainable development strategy
- Aim at enacting technological reforms across all sectors of industry by developing clean technologies appropriate for the specific conditions of the country and taking into account the availability of natural resources and/or by introducing and adopting new technologies
- Strengthen national science capacity and build such capacity at the local level
- Enhance cooperation between scientific institutions and industry, promote cross-sectoral research
- Promote bio-, chemical and information technologies, as well as technologies based on traditional knowledge and innovative materials, and support the production of high-tech products
- Increase expenditures on science and technology as a share of GDP to the level of developed countries
- Develop a network for dissemination of environmental information to

the entire population

- Strengthen the national capacity to implement the sustainable development strategy
- Develop a framework for ensuring the participation, directly or through representation, of the public in decision making
- Regularly reform and strengthen the national legal framework
- Encourage decentralisation, strengthen the capacity of local administrative and management institutions, promote self-management approaches
- Promote friendly relations with the nations of the world, strengthen Mongolia's position in the international community, and ensure the sustainable development of Mongolia by developing cooperation with countries from both a global and regional perspective.

Mongolian Action Program for the 21st Century

Within the framework of the MAP-21, The Ministry of Agriculture and Industry has undertaken measures to introduce high-technology water systems to increase the water supply of the rural population, as well as for livestock and agricultural production. For this purpose, an additional financial grant of 148.6 million togrog has been delivered to 10 aimags. As a result, 171 water mills were renovated last year. A seven million togrog grant was given to nomadic families to supply the necessary equipment for water mills. In support of a local suggestion on crop planting in the Gobi Desert area, a 20 million togrog grant to renovate the irrigation system was provided to the "Bayantooroia" Company of the Tsogt soum of Govi-Altai aimag.

At the same time, a privatisation process for the state-owned water mills and water irrigation systems has been instigated. A renovation action plan for the larger water irrigation systems has been designed.

Mongolia's power supply is separated into dual aspects. First, the interconnected grid operated by the Central Energy System caters to the majority of the population. Second, in the more remote areas of the country, individual power stations -mainly diesel fueled- have been installed. The

primary energy source is coal. Mongolia holds abundant resources of coal, estimated at around 50 billion tons. Proven coal reserves are estimated at about 15 billion tons. The largest users of coal are thermal power stations and boiler plants. Mongolia does not produce natural gas and oil, and therefore all requirements for petroleum products must be met entirely by imports, primarily from Russia. Hydropower and renewable energy resources are not significantly exploited. There are neither mechanisms nor policies for promoting an environmentally sound energy transition in rural communities. However, some private companies have instigated projects to produce and distribute small wind energy generating stations, such as Malchin in the Omnogovi aimag for the population of the Gobi area since 1994.

With the purpose of increasing the energy supply to the soums, the Government has sustained a special effort since 1997. Within the framework of this action, 74 and 45 diesel stations provided by Japanese grant aid, were installed in the soums in 1998 and 1999, respectively.

In order to reduce air pollution in the central economic region, technological renovation of Power Stations Nos. 3 and 4 in the Ulaanbaatar area was undertaken this year with technical assistance from the Asian Development Bank.

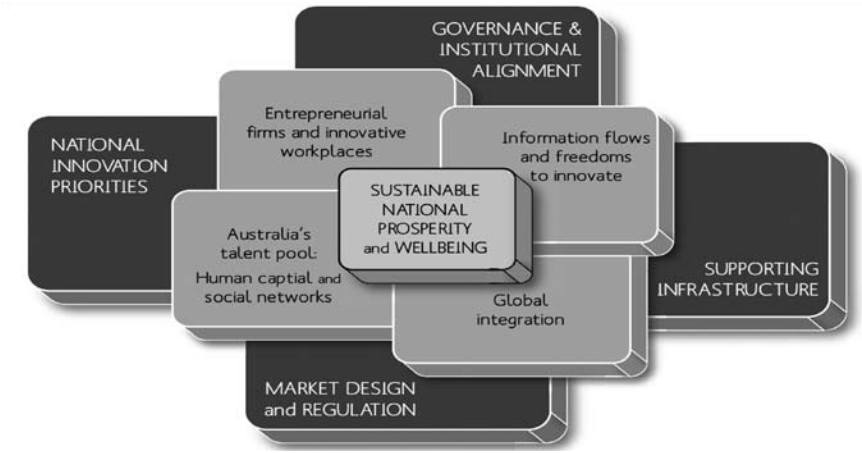
A new solar panel production line financed by an ADB loan has begun to show results. Its capacity is 500 kBt solar panels per year. A general plan has been crafted to supply the 200 Soums that are unable to be connected to the central energy distribution grid with renovated energy sources. As part of this plan, the Government of Mongolia has been implementing the "100,000 solar ger" project. The main goal of this project is to provide one hundred thousand solar home power systems to rural families who have no other access to electricity.

Green growth policy

The Government of Mongolia has set a goal to transition to a knowledge-based economy by 2021. Within the framework of these preparations, the National Development and Innovation Committee has formulated dozens of policy documents such as "National program to develop high-technology industry", "State policy on high-technology industry", "Law on promoting

technology and innovation activities", and "Draft law on venture capital"

Figure 6. **Green Growth Policy**


GOVERNANCE & INSTITUTIONAL ALIGNMENT
Entrepreneurial firms and innovative workplaces
Information flows and freedoms to innovate
NATIONAL INNOVATION PRIORITIES
SUSTAINABLE NATIONAL PROSPERITY and WELLBEING
Australia's talent pool: Human captial and social networks
SUPPORTING INFRASTRUCTURE
Global integration
MARKET DESIGN and REGULATION

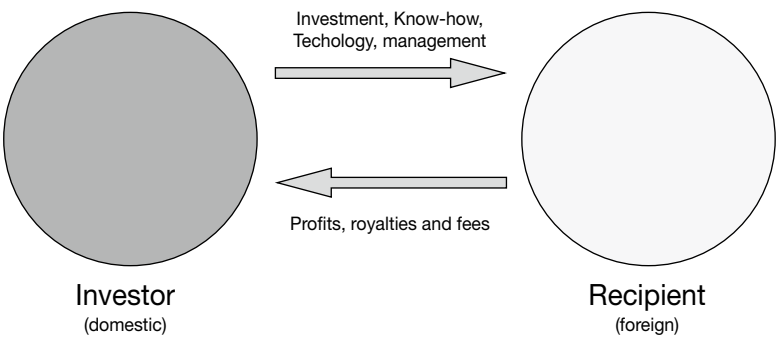
Technological innovation is at the heart of economic and social development. Building technological capacities can help developing countries "catch up" with more advanced countries, and innovation policy must play an important role in facilitating sustainable development. The present chapter argues that green sustainable development-oriented innovation policies should be an integral part of countries' national development strategies. The use of green technologies can have many benefits for developing countries.

It can improve domestic infrastructure, help reach underserved communities that lack access to electricity, clean water and sanitation, and create jobs. Since many green products are initially developed in industrialized countries, technology transfer from developed to developing countries is a necessary part of this process. However, the conventional view that technology is developed in the North and simply transferred to the South is misleading.

Technology transfer involves more than the importation of hardware: it involves the complex process of sharing knowledge and adapting technologies to meet local conditions. More broadly, innovation is not limited to new breakthroughs: most innovation involves incremental improvements and adaptations of existing technologies.

The National Development and Innovation Committee, together with the Ministry of Foreign Affairs and Trade of Mongolia, is currently working on formulating the Strategy for Attracting Foreign Direct Investment to Mongolia. The National Development and Innovation Committee views foreign direct investment as a means of transferring capital, knowledge, technology and know-how.

Figure 7. **Foreign Investment**



2. Good Cases of Mongolia

Renewable energy center of Mongolia

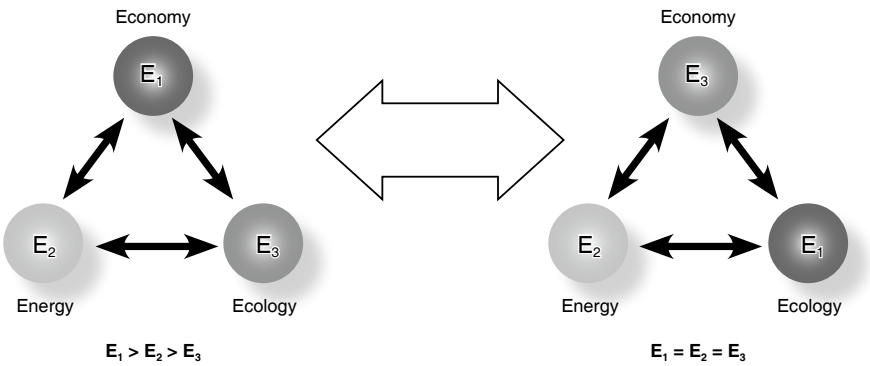
The Department for Production and Research of Renewable Energy Sources was founded on 18 June 1987 by resolution #180 of the Council of Ministers.

The ideal manner for protecting the Mongolian natural environment is the use of renewable energy sources (solar, wind, hydro and biomass) for powering TVs, radios and lighting by nomadic families and small users who are residing far from the central electrical grid and permanently moving across the seasons of the year from one pasture area to another. This was the foundation for today's Renewable Energy Center. Furthermore, the decision of the Council of Ministers Resolution #212 of 1988 for establishing Research and Production of Renewable Energy was passed and came into effect in June 1989.

The Center has been giving special attention to conducting experimental scientific and construction efforts using solar, wind, biomass, and hydro energy. It has been focusing on gradually strengthening the material basis and retraining of workers through United Nations Development Programme projects and co-operation with foreign organisations. As a result of these activities, a Mongolian-British joint venture has established a factory for producing small wind generators with a capacity of 50 Watts each. A battery assembly line, shop and electrical equipment assembling line were separately set up.

Due to the transition into a market economy, they were consolidated into the Institute for Renewable Energy and other independent institutions from June 1992, while at the same time carrying out their main activities. Within this span of time, the Institute has invented three types of equipment which convert solar energy to heat energy, constructed solar heating systems in over 30 objects, developed biogas digesters with a capacity suited to Mongolian geological and climatic conditions. It has also developed 5 kW small hydro stations, assembled and distributed 3000 HP wind generators and 3,500 HP solar PV systems for the purpose of electrifying the homes of herding families.

Objectives of the Renewable Energy Center



Equal, stable and simultaneous development of both the economy and energy that will respect the environment by making use of renewable energy sources.

Since 1989, the Renewable Energy Center has been managing scientific research, experimental and construction efforts, trade and production of renewable energy equipment activities, all for the purpose of assessing renewable energy resources such as solar, wind, hydro, biomass and geothermal energy in Mongolia and its efficacious utilisation. REC activities include conducting research into renewable energy utilisation from innovative ecological sources such as solar, wind, hydro and biomass energy; providing nomadic families, local sites and small users in rural areas with electricity; and finding non-polluting manners to transmit new modern techniques and technology. The main task of the Institute is to stay actively involved in preserving the natural beauty of Mongolia; saving energy; developing solar, wind, hydro, geothermal and biomass energy resources in order to assuage the electrical energy demand of nomadic families and rural users for light, communication, radio and TV sets by means of renewable energy; producing renewable energy equipment; developing and field testing new technology and new designs; setting up small scale factories based on the results of its investigations; and developing a national program for renewable energy to submit to the Government. It will remain actively involved in implementing this plan.

Today, the Institute has begun its efforts into the research and systematic analysis of resources for and distribution of renewable energy, such as solar, wind and small hydropower in Mongolia.

The Renewable Energy Center has started to develop a master plan for using renewable energy in rural areas in Mongolia. Within the framework of this effort, rural schools, communication service organisations and hospitals are being supplied with wind, solar and diesel power facilities.

3. Way Forward/Action Plans/Conclusion

The Government of Mongolia promotes high-tech industry and innovation through its policies. Therefore, we are expecting Mongolia to

fulfill the Millennium Development Goals-based National Comprehensive National Strategy to transition to a knowledge-based economy by 2021. The Government of Mongolia aims to foster economic diversification. Currently, it has identified following five development priorities:

- **Priority 1.** Development of an accountable and ecological mining sector, and establishment of a fundamental basis for heavy industry
- **Priority 2.** Implementation of industrial policy and development of intensified agriculture
- **Priority 3.** Infrastructure development
- **Priority 4.** Human development, environmental protection and maintenance of sustainable development
- **Priority 5.** Governance improvement, support for the private sector and improvement of competitiveness

Within these five priorities, the Government has announced and approved of 26 major projects. There are seven projects for Priority 4 or human development, environment protection and maintenance of sustainable development such as:

- Housing Projects - household apartment buildings within the framework of the redevelopment plan of ger areas into housing districts;
- Energy Production from the Waste and Biomass Project
- Khar Khorum 13th Century Project - This project is intended to build a high technology museum and exhibits, international-standard hotels, airport and other service facilities in the ancient Mongolian Empire capital of the of Khar Khorum.
- Supporting Development of Irrigated Fields -The main goal of this effort is to implement a project to build irrigation systems and water reserve tanks as well as portage buildings and increase the harvest of crops, potatoes, vegetables and livestock fodder by increasing the irrigated area by 40,000-50,000 ha.
- "High Tech Industrial Park" - A total of about 22 high-tech/bio- and

nanotechnology enterprises will be established.

- Bio-tech manufacture of cardiac and cancer preventive medicine with an annual projected revenue of 600 million USD
- Bio-tech manufacture of blood plasma with a projected annual revenue of 65 million USD - 30.000 liter capacity
- Bio-tech chicken/egg processing-manufacturing with a projected annual revenue of 600 million USD
- Bio-tech milk processing manufacture with a projected annual revenue of 65 million USD
- University Campus Project - Building a "University Campus" which consists of research, training, and study complexes, residential apartments, student dormitories, roads, green space and parks, and basic social service buildings with modern architectural designs and engineering infrastructure.
- "Industrial training complex for information technology" (Silicon Valley)

As a result of the implementation of the above mentioned policies and projects, Mongolia's economy will be diversified and a knowledge-based economy will be developed by 2021.

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Timor-Leste

Implementing Innovative Policies for Green and Sustainable Growth

Jacinto da Costa

1. Introduction

Timor-Leste is the youngest country of the third minimum, newly adapting to forming a system of state and testing different alternatives to build a nation and government through the active participation of the entire community. Free and standing together as a sovereign state, the East Timorese people want to rise up and construct a state to combat the wide range of detriments that have been suffered as a result of long conflict. Political and community leaders are determining a direction of development based on the lives of the people of East Timor.

For the indigenous peoples of Timor-Leste, since the days of our ancestors living amidst nature the forest has been the main provider of food and daily living needs. Forests produce meat, tubers, fruit and more. Until today, the forest has remained a major contributor to meeting the needs of the people; given the minimal economic life of many citizens, poor people remain dependent on the forest for their livelihoods.

The role of the forest in the struggle for independence was large. As the safest recourse for the Falintil fighters (National Army for Timorese Liberation) and independent freedom fighters, for 24 years the forest was a refuge, providing food for the freedom fighters that called it home until the 1999 referendum.

Following independence, the importance of forests to the people of Timor-Leste was understood, but everyone longs to enjoy their freedom. Free to do anything to meet the needs of everyday life, since the governance structure not had been determined, in the vacuum of law on forest and the

environment, forests were exploited. Many people cut down forests and sold the results to make ends meet, and some have already settled into cutting wood and sod freely as a livelihood. As result of this absence of law and of the actions of irresponsible people destroying forests and the related ecosystem, drought has spread everywhere and landslides have been seen in all corners of Timor-Leste. As hot tropical regions are growing hotter, many animals such as buffalo, cattle and goats have died during dry seasons. There is a lack of water and food from grasses and the leaves of trees where native animals, flora and fauna are endangered or have been lost. When this condition of forest destruction is allowed to continue without offset by reforestation or creating new forest in a sustainable way, the forest is completely depleted and there is no evaporation from the earth to the clouds to produce rain. There will then be no rain and drought will occur throughout East Timor. The greatest threat in the future, it can be projected based on the destruction of nature from 1999 until now, is that 50 years from now East Timor will lose all its surface water. At that point, water for the domestic needs of East Timor would have to be imported from other countries at very great expense.

1.1. Participatory Development Approach

A variety of development approaches have been attempted, both directly through the government itself and through various domestic and international non-government organisations, with the aim of building community participation so as to create a sense of belonging with the development program. From 2000 until today there are several programs that work for development in which almost all the people of Timor-Leste can take part, such as the two important programs below:

a. Community Empowerment Project

Since the 2000-2004 period, the Community Empowerment Project (CEP), provided by the World Bank in cooperation with the government of Timor-Leste, in has been organised by citizens to provide insight into the mechanisms of expanding the rights of the community. The goal is to identify the projects that they consider most urgent and needed by the community itself, such as clean water projects, rural roads, schools and more. Projects are

not decided from the top down, but are determined by the community through majority vote. The selection mechanism for a project is open and is rooted in the villagers, with village leaders and government structures only serving as a facilitator in determining a project. The entire population of an area will feel that they have selected their own projects, so they will also more actively participate in implementing and maintaining them throughout the continuation of the project.

b. Regional Development Programs

From 2004 to 2011, today, there are regional development programs such as the Local Development Program (LDP). This program is oriented toward at government officials who work within the structures of each local government in order to determine the options required by community projects in different regions that have different needs. Through the LDP program, residents of villages together with the village council determine the priority projects needed to fulfill the basic needs of rural communities. Project planning and setting of priorities as determined by the village community later become a proposal to be sent to the district level government and then discussed and refined by representatives of village councils that join in a sub-district assembly. They then specify a list of priority projects to be at the district level according to the amount of funds available. Priority projects to be funded at the district level are decided by two representatives from each village, who are granted voting rights in determining project priorities. District employees who are members of the development commission have no voting rights, but they act as members of the executive body simply as a facilitator in order to prepare ordinances, procedures, monitoring and evaluation, and also to act as regulators in the implementation of projects of undertaken by the contractors.

2. Field Implementation

2.1. Greening and Sustainable Growth

The two approaches to participatory development programs and community empowerment mentioned above have seen success. The government of Timor-Leste seeks to continue this success in establishing a permanent reforestation program that would involve all the people from all

levels of life to actively participate in developing and enhancing programs reforestation across all corners of the country. Timor-Leste lies in the tropics, but the rainfall rate is relatively low, which results in water shortages for agriculture. The need for clean drinking water for public consumption sometimes goes unmet, which is problematic for the government. The climate situation and the period difficulty of residents of East Timor in finding clean water to meet daily needs are grave problems. To address these issues in the future, recent government policies are attending to the two needs by reducing temperatures and saving water in large quantities through reforestation and sustainable growth.

Forestry and greening are crucial for Timor-Leste, since the oil-producing countries that are currently in the process of building oil production facilities in some areas will automatically generate large amounts of emissions and pollution from the oil industry. Thus, sustainable forestry and greening can perform multiple functions for the future of East Timor, just as the forest served during the 24 years of struggle prior to independence as the safest hiding place to protect the troops and public freedom fighters. The policies designed for forestry by the current government are requiring the Secretary of State, the Ministry of Agriculture, and especially Forestry Affairs to establish a permanent nursery program in each district and eventually at the village level so that all residents throughout the territory can take part in the management and growth of a sustainable greening program.

2.2. Greening Goals for Sustainability

- Reduce global warming through sustainable forests
- Forests and sustainably growing plants will be a tool for neutralisation of emissions and pollution caused by oil industry development and for the fabrication of materials to meet the needs of society and the stateForest and vegetation will be a backup source of water for the future of East Timor
- Forest wildlife provides refuge for many other kinds of life
- To fulfill the needs of each family and household for timber, as well as national needs
- Installing a sense of belonging and responsibility in every citizen for the

future of the nation and state.

3. National Action Plan

Based on the mandate from the Constitution of RDTL, Article 61 Paragraphs 1, 2 and 3, all citizens have the right to enjoy the coolness and beauty of nature and share an obligation to protect and preserve nature from being damaged and discharged, so as to provide benefits to the future of the nation's children and grandchildren. As an implementation of this constitutional directive, the RDTL government ministerial council has established policies and specified this mandate to the Ministry of Forestry and Environment, in partnership with other ministries, to cooperate in a reforestation program that is growing and sustainable. For its implementation, several important steps have been completed as follows:

3.1. Determination of Policy and Crafting Legislation

The Department of Forestry is in the drafting stage of preparing forestry laws;

The Secretary of State for special environment affairs has also compiled a draft law which will govern the living environment and require all levels of society, both in cities and in rural areas, to participate in the greening program and sustainable forest growth;

The Secretary of State Affairs and Politics agency is preparing a draft on energy, especially alternative energy that comes from growing plants and livestock;

Laws that establish rules regarding the planting and harvesting of trees are in the second draft, with all the consequences or sanction to parties that violate them; establish rules on environmentally-friendly industrialisation and national development programs using approaches centered on natural and cultural conservation;

The Forest Department, together with the Ministry of Administration and Territorial Management, Department of Environmental Management is holding courses and programs for socialisation for a sense of belonging in the

importance of protection, conservation, reforestation and sustainable natural growth to all the people of Timor-Leste;

Formation of community groups or associations of the forestry industry; and

The Forestry Department currently has conducted identification of plants or trees of economic value that can be developed and distributed to the public and planted according to respective soil conditions.

3.2. Establishment of Inter-ministerial Commission

The Ministry of Administration and Territorial Management (MATM), along with the Secretary of State Forestry Offices, State Secretary of Environmental Affairs, Political Affairs and Energy and also National Security Affairs are forming a national-level Inter-ministerial Commission;

The Commission is a council consisting of the chair, two vice chairs, and two secretaries, together with members of the secretariat and two treasurers at the national level, followed by a district-level commission and then down to the village level;

A general chair from the Ministry of Internal Administration is expected because of areas of jurisdiction, along with two vice chairs from relevant ministries;

At the local level, the chair is drawn from the regents of the head of the regional and local government, respectively; and

The commission members can be drawn from relevant ministries and also from among members of civil society who have concern for the environment.

3.3. Determining the Location of a Permanent Nursery

An inter-ministerial commission consisting of the Ministries of Administration, Forestry, and Living Environments and Land Department are to determine the location of the permanent nursery sites and the area for planting the young trees;

Each district and sub-district are to have a permanent central nursery, as

well villages; and

At the central permanent nursery at district level, the seeding area should be five to ten hectares, while at the district and sub-district level two to six hectares; later those at the village level should range from one to five hectares of nursery land.

3.4. Forming Groups and Associations of Lovers of Nature and Greening

The Ministry of Administration, as the representative of the central government, has the full authority to regulate local and community care efforts, along with the MATM, in cooperation with the Ministries of Forestry and Environment and Political Energy Affairs. Through the official policy of decentralisation of each region, regional and district heads, such as the Head of Forestry, Head of Environment, etc. work together with community leaders to manage and organize the population of the region in order to participate in groups and community associations and organisations of forestry and nature lovers as described below:

a. Forming Groups and Associations of Lovers of Nature and Greening

Each village has nature-care groups lead by heads of villages; and

At the sub-district and district level should be many associations of lovers of nature and greening.

b. Greening Individuals from the Community

The government also appreciates individuals and households who take the initiative in planting a grove of trees as a reforestation program,The government is obligated to assist individuals who take the greening initiative to conserve the environment, and

The government provides free seedlings to the public; the government also provides technical assistance free of charge, providing material related to growing plants.

3.5. Determining the Types of Plants and Trees

Forestry techniques have selected seedling trees suited to the condition of the land;

Types are selected according to the functions and benefits of the trees; and

Forestry techniques also selected according to the age of growing plants and trees.

3.6. Camping and Socialisation Activities

The inter-ministerial team, which includes representatives from the Ministries of Administration of Territorial, Forestry and Environment, has a duty to campaign to popularise green programs among the entire community; the campaign team was formed by the central government and followed by local governments; and

The district-level team campaigns are led by the regent as head of the region, assisted by the head of the Forestry Department and the head of the environmental agency.

3.7. Greening Program Schedule

The greening program schedule progresses according to the state budgetary year,

Greening as a schedule of programs remains a routine government program,

Planting schedules and greening are adjusted to suit the seasons; and

Each district greening schedule should be submitted to the national commission.

3.8. Implementation Methods of Planting and Greening

a. One person-one tree

The permanent commission for growth and greening has set a policy for citizens through which each person must plant at least one tree on private land and is responsible for that tree until it can be utilised. The program of one

person-one tree is a part of the obligation of every citizen to be responsible for the survival and future of the nation.

The policy for the one tree-one person program is also a real continuation of the struggle of the community to participate in the process of liberation of the people from a range of future difficulties. If twelve years ago there were people who did not actively participate in the struggle to liberate the homeland and win independence, even in the case of those who became traitors to the nation, then this is a new opportunity for all citizens to contribute to development. It is a chance for every citizen of the nation to show their love for the future of the state. Participation in one person-one tree is evidence that a citizen desires to leave a contribution of good memories and is a model citizen who provides a better future for the children and grandchildren of the nation. It is a perfect program for everyone who loves the state of Timor-Leste to sow the seeds of love, though a tree of love also means instilling responsibility for the future of East Timor.

b. Nursery adoption for landless people

The permanent commission for planting and greening has a responsibility to identify those citizens who have no private land to plant. To support this program the government needs to set aside permanent land close to residential communities in order for those people who do not have land to plant their own trees and be responsible the tree until it reaches the age at which it can be utilised. As for those who lack private land and also do not have the opportunity to participate in planting a sapling, these groups have an obligation to participate actively in the reforestation program by designating someone to plant a sapling on their behalf; for example Person A may plant a tree on behalf of Person B, but it was adopted by Person B. Just like a child who is born of one person but adopted and raised by others, a sapling that belongs to one person can be adopted and maintained until it is grown and can be utilised. In order for an adopted tree to be planted on the land and maintained until the age at which it can be utilised, it remains the property of the adopter. That person must provide as an obligation all the costs or materials required by the person who planted it, as a real responsibility of that individual in the greening program.

c. Moving the forest into the city and creating sustainable urban green growth.

Among the future government policies is to establish regulations for the construction of environmentally friendly homes, requiring regulations that would regulate and prohibit construction that centers on glass. All offices of government institutions are prohibited from using zinc or tiles to cover the entire roof. Instead, the building is recommended to have a level cast roof with guaranteed quality of construction and a shock-resistant load so that rooftops can carry enough soil to plant herbs, vegetables, grain crops, fruit, etc. The purpose of this policy is to make the roofs of houses a focus of green and sustainable growth.

d. Make deforested areas green again

The inter-ministerial commission for greening and environmental maintenance, along with the village chief or village councils, should organize citizens to take part in greening of arid or dry areas. A permanent inter-ministerial commission shall maintain special techniques in the field of land so that it can identify saplings appropriate for the conditions and quality of the soil. Planting of saplings must be adapted to soil conditions. A barren area should be planted with tree seedlings suitable for conditions so as to allow the barren area to grow in such a way that within five to ten years the barren areas will be growing and sustainable green areas.

e. Cultivation of plants and trees profitable to the community

The inter-ministerial commission and greening team program implementation is required to develop seeds of trees that provide direct benefits to the community in both the short and long term. When people benefit directly from the trees they have planted, they will care properly for the tree until it can utilised. If the planted trees do not provide any positive impact on the economic life of the people, the participation of the population will not be maximised. On the other hand, if the results of planting a tree can offer a positive impact, it directly increases the economic wellbeing of households. Plants that can provide direct benefits include mangos, hazelnuts, rambutan, durian, coffee, coconut and many other economic plants. The participation of the community will be maximal and it will promote

sustainable green growth for the future of nation.

3.9. Instruments for support activities in the field

Implementation

To implement the greening program and promote sustainable growth, there is need for multiple instruments as below:

Environmental law;

Forestry law;

Government development regulations that are environmentally friendly,

Government regulations on the implementation of a sustainable greening program;

Ministries Council decisions on organisational structure, from national to local structures all the way down to the village level; and

Materials and others supplies directly related to greening programs and planting vegetation for sustainable growth, including operational costs.

4. Greening program funding

4.1. Budget from the government

The government should create a special grant through the state budget approved by the national parliament;

Nursery programs and greening organised by inter-ministerial commission should receive funding from the government,

Funding for operational costs could be assisted by non-governmental international organisations and national NGOs, but managed by the commission; and

Funding can come from individuals donors, but should be managed collectively.

4.2. Funding from outside the government

Operating costs can come from NGO's and individuals, but not managed by the commission; and

Private fees from groups or individuals who manage their own planting and greening.

5. The Practice of Planting and Greening That Has Already Occurred

5.1. The Practice of Planting and Greening by the Government

- Almost every district now has a permanent nursery center,
- Implementation of planting and greening routines have occurred in several locations in 13 districts,
- Areas prone to drought have become the main target of planting and greening,
- Training in horticultural planting has taken place in some districts.

5.2. Reforestation and Tree Planting Practices of Groups and Individual

There are several groups in Lautem District, Ermera, Baucau and other areas; saplings have been planted by groups and individuals with no expectation of assistance from an outside party,

In almost all districts and villages there are also individuals who have planted trees in considerable amounts; every day they are already enjoying the results of these efforts.

6. Challenges and Solutions

a. Challenges

- Natural barriers such as landslides and drought,
- The law remains weak and there is a lack of law and government

regulation,

- Public awareness is still minimal, so the level of destruction of nature is remains greater than the protective action,
- Lack of human resources, especially experts in environment and forestry,
- There is still excessive need for government prioritisation and urgency; at times financial allocations are insufficient for planting and greening,
- The habit of people to burn grass and forest in the interest of hunters.

b. Solutions

- The National Parliament and central government should be more focused in completing legislation related to planting and greening programs
- More campaigns are needed for the entire population to become instilled with a sense of responsibility for the future environment of Timor-Leste,
- Parliament and the government should be set a specific budget for environmental protection and development,
- Penalties should be provided for those who violate and destroy forests to support their personal interests,
- Providing an award to honor the children of the nation who excel in the planting and maintenance of sustainable nature,
- Making the environment and forestry a source of income for the people and also for the government.

7. Conclusions

If Timor-Leste enacts no natural reforestation programs and maintenance, within the next 50 years it will suffer severe drought, all springs will go dry and disappear, and East Timor will have to import water from other countries to meet domestic needs. From 1999 until now, destruction has surpassed planting and reforestation. Planting trees is tangible proof that the government and public care about the future of the nation. Through the reforestation program of one person-one tree, all of the people will be invited to contribute

to national development. Greening programs offer multiple functions for the future of the children and grandchildren of the nation,The program converting the city into the forest continues to be an act toward saving the world from global warming.

Vietnam

The Implementation of Innovative Policies for Green and Sustainable Growth in Vietnam

Kim, Van Chinh

1. Introduction

Vietnam is a developing country with an average income per capita for 2010 of 1,000 USD. Over the last two decades, industry and services have expanded rapidly. However, the industrialisation model has focused exclusively on accelerated growth, with little attention paid to natural resource preservation, environmental protection and social sustainability. As a result, Vietnam is currently faced with multiple issues concerning green and sustainable growth and development. Recently, however, Vietnamese public policies have been renovated in line with the trend toward green and sustainable growth, implementing the 21st Century Agenda.

2. Background for Change in the Growth Model

Since introducing its Doi Moi (Renewal) policy in 1986, Vietnam has witnessed a number of achievements, including relatively high economic growth and a significant reduction in the poverty rate. However, since 2000, the country has been facing numerous challenges related to water resources and biodiversity due to environmental pollution and climate change. As a recent World Bank report (2010), stated: "In Vietnam, an estimated 10.8 per cent of the nation's population would be displaced with even a one metre sea level rise and disproportionately high impacts in the Mekong Delta. Climate change could reverse decades of progress in reducing poverty and improving the lives of the poor." Climate change is a serious threat to social development, human lives and the environment. In recent years, climate change-related natural calamities have inflicted enormous damage on Vietnam. Specifically, in 2007, residents in Ho Chi Minh City and several

southern provinces encountered the strongest tides in 48 years. However, such records have already been surpassed this year by even stronger tides. During the same period of 2007-2009, residents of the central provinces suffered from dozens of serious floods, resulting in massive damage. Sweeping floods have taken lives and destroyed property in the mountainous northern provinces as well, particularly due to landslides.

From another angle, according to the Ministry of Planning and Investment, today's fast-industrialising Vietnamese economy is small-scaled, so its GHG/CO2 emissions remain low. In 2006, the country's GHG/CO2 emissions were equal to 0.35 per cent of total global emissions. Vietnam was not then responsible for global warming and its current priorities are to develop a low-carbon economy with strong and stable growth while finding strategies to cope with the climate change triggered by developed countries. However, a number of local and international experts have warned that Vietnam's rapid urbanisation and industrialisation could hamper its efforts to create a low-carbon economy through sustainable development, due to the country's increasingly ineffective consumption of traditional energy by means of inefficient technologies. A Vietnam Ministry of Industry and Trade report noted that Vietnam's energy usage effectiveness remained 2.4 - 3.6 times lower than in many other regional countries, contributing to the fivefold increase in Vietnam's GHG/CO2 emissions between 1990 and 2006. Therefore, in the coming decades Vietnam is likely to experience rapid consumption growth and associated growth in GHG emissions. It has been estimated that the country's total emissions would more than double over the period 2000-2020, especially emissions from the energy sector due to energy consumption and power production.

Growth also has led to a serious overexploitation of the country's natural resources and resulted in environmental degradation. Certain rivers in Hanoi and Ho Chi Minh City are now seriously polluted.

3. Government Statements, their Implementation and Achievements

The Vietnamese government maintains that the country will develop a new, more environmentally friendly model for growth. Together with numerous other comprehensive efforts, Vietnam created a strategy for 2011-

2020 which set the goal of Vietnam becoming a modern-oriented industrial country by 2020. On August 17, 2004, the Vietnamese Prime Minister issued "The Strategic Orientation for Sustainable Development in Vietnam", commonly known as Vietnam Agenda 21, which offers broad directions for the country's sustainable development and sets out the policy priorities, legal frameworks and priority action plans needed to be undertaken in the 21st century. In line with this, Vietnam's National Sustainable Development Council was established in September 2005. The council includes 24 members who are representatives of relevant ministries, social organisations, businesses and civil society.

Along these lines, while driving its economy to rapid and stable growth, Vietnam has defined a close relationship between socio – economic development and environmental protection – green growth- in which the latter is valued as an important criterion for measuring the country's development. Accordingly, a policy to craft a green economy with lower carbon emissions is a priority.

After six years of practicing Agenda 21, Vietnam has obtained a number of major achievements. The country has carried out diverse activities to support the construction and execution of an orientation toward sustainable development in industry and in the provinces, raise awareness, and strengthen management capacity in sustainable development (green growth). A long list of companies have approached and applied sustainable production and consumption models. The six-year achievements of the Vietnam Agenda 21 can be summarised as follows:

Table7. **Vietnam Agenda 21**

Priority policies	Implementation
Economic development:	
1. Maintain rapid and sustainable economic growth on the basis of continual economic reforms, effective application of advanced science and technology, efficient use of natural resources and improvement of environmental quality	Rapid, stable and intensive economic growth
2. Transform production and consumption patterns to a greener and more environmental friendly direction on the basis of non-renewable energy efficiency, reduction of hazardous pollutants and improved harmony between man-made and natural environments	- Vietnam Cleaner Production in Industry Strategy for 2020 (Government Decision 1419/QĐ-TTg, issued on September 7, 2009) - Vietnam National Energy Efficiency Program during 2006-2015 (PM's Decision 79/2006/QĐ-TT, issued on 14 April 2006)

Priority policies	Implementation
3. Implement the "Clean Industrialisation" process on the basis of appropriate industrial planning with use of environmentally-sound technology, prevention and mitigation of industrial pollution, build-up of green industry	National Programme for Environmental Pollution Control for 2010 (Government Decision 328/2005/QĐ-TTg, issued on 12 December, 2005)
4. Develop a sustainable agricultural and rural sector on the basis of improved production of safe goods to meet market demand, protection and conservation of soil, water resources, forests and biodiversity	- Governmental Resolution on Food Security (Resolution 63/NQ-CP, issued on 23 December 2009). - Strategic Orientation for Vietnam's Irrigation Development (Government Decision 1590/2009/QĐ-TTg, issued on October 9, 2009)
5. Sustainable regional and community development	Development strategies for key economic regions
Social development:	
6. Eradicate hunger and poverty, achieve social progress and equity, improve the quality of people's lives in terms of food, clothing, housing, travel, medical treatment, education and employment	- Vietnam National Programme for Poverty Reduction, 2006-2010. - Programmes for poor communes and districts (No:135, 134, 30A).
7. Continue to curb population growth, reduce the pressure of population growth on employment, healthcare, education and training and ecological protection	Vietnam Strategy on Population and Maternal Health for 2011-2020 (draft)
8. Urban planning and orientation, population migration planning, proper distribution of population and the labour force to ensure regional socio-economic development and environmental protection	Law on Urban Planning (The National Assembly, issued on 17 June 2009)
9. Develop and improve the quality of the healthcare sector, improve occupational conditions and household environment conditions	National Strategy for Health Care and Protection for 2001-2010.
Environmental development:	
10. Prevent land degradation and use land resources in an effective and sustainable manner	- Land Law of 2003 - Decree for amendments and appendices to land planning, land use, land prices, land withdrawal, land compensation and resettlement (Decree 69/2009/NĐ-CP, issued on 13 August 2009) - Decree for Payment in Forest Environmental Services (FPES) – (Decree 99/2010/NĐ-CP, October 2010) - National Target Program to Respond to Climate Change

Priority policies	Implementation
11. Protect aquatic environment and sustainable use of water resources	National Strategy on Water Resources towards 2020 (Decision 81/2006/QĐ-TTg, issued on 14 April 2006)
12. Effective exploitation and use of mineral resources	Mineral Law (The National Assembly, issued November 2010) Governmental decrees that provide guidance for implementation of Mineral Law
13. Protect marine, coastal and island environments and promote marine resources	- Decree on Integrated Management and Protection of Marine and Island Environment (Decree 5/2009/ND-CP, issued on 6 March 2009) - Decree on Management of Vietnam's Protected Marine Areas (Decree 57/2008/ND-CP, issued on 2 May 2008)
14. Forest protection and development	- Law on Forest Protection and Development (The National Assembly, issued on 3 December 2004) - Decree providing guidance for implementation of the Law on Forest Protection and Development (Decree 23/2006/ND-CP, issued on 3 March 2006) - Decree on Establishment of Forest Protection and Development Fund (Decree 05/2008/ND-CP, issued on 14 January 2008) - Decree for Payment in Forest Environmental Services (FPES) – (Decree 99/2010/NĐ-CP, October 2010)
15. Reduce air pollution in urban areas and industrial parks.	Serious pollution has not been addressed
16. Solid and toxic waste management	- Decree on Solid Waste Management (Decree 59/2007/ND-CP, issued on 9 April 2007) - National Strategy for Solid Waste Management towards 2025 with a vision until 2050 (Central government, issued on 17 December 2009)
17. Biodiversity conservation	Law on Biodiversity (The National Assembly, issued on 28 November, 2008)
18. Mitigate climate change and minimise impact of climate change, prevent and control natural disasters	Vietnam National Programme to Respond to Climate Change (Decision 158/QD-TTg, issued on 2 December 2008)

4. Further Important Measures

Below are two fields in which experimental measures have successfully been implemented.

In Industry

Vietnam's government has been building a legal framework and policies to cope with climate change and create a low-carbon economy (green growth). Targets of legal frameworks have stressed restructuring and driving the economy on a path toward more effective use of energy and natural resources through the application of environmentally-friendly technologies with reduced GHG emissions. The targets also limit and gradually eliminate the inefficient technologies consuming great amounts of energy, while boosting the use of renewable energy. A low-carbon economy must be adopted in tandem with the creation of environmentally-friendly consumption habits on the part of the public. The building of a low-carbon economy is the goal, the measure and the driving force to accelerate national industrialisation and modernisation. Along these lines, the United Nations Industrial Development Organisation elaborated the project "Resource Efficient Greening of Industry Initiative" that will draw on several support services for select industries. The results of this project have encouraged the government to apply them to other industries.

In Forest Development and Reducing Emissions from Deforestation and Forest Degradation (REDD)

According to the statistics of forestry sector, forest development has achieved very significant result from 1992 to 2010 that enables to increase the forest cover from 27.2 % in 1992 to 39.5 % in 2010. However, forest degradation in Vietnam is still the serious problem. Recognizing the need to address this problem, Vietnam has actively participated in REDD+ initiatiative by becoming as the one of the first member countries of UN-REDD Progamme and Forest Carbon Partnership Facility (FCPF).

The implementation of UN-REDD Vietnam Programme has officially launched in September 2009. Since that start, the programme has achieved some good results at both national and local level. As a result of this, the Government of Norway expressed their willingness to continue to provide

a significant financial support to UN-REDD Vietnam Phase 2 for piloting REDD+ inacross six provinces and buil capacity in 40 provinces across Vietnam that have more than 25,000 hectares of forests. This is the evidence of the successful integration of the REDD+ in Vietnam.

5. Conclusions

Vietnam is now newly a low-middle income country. While driving its economy to rapid and stable growth, Vietnam has defined its targets of economic development and environmental protection.

Vietnam requires assistance from developed countries, especially OECD nations. Their support should be focused as follows: i) building capacity in forecasting the impacts of climate change; ii) perfecting feasible policies and solutions suitable to the conditions in Vietnam; iii) sharing information and experience and transferring clean, environmentally-friendly technology; and iv) developing human resources and enhancing the management capacity local management bodies and public awareness.

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